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ABSTRACT

The University Urban Interface Program (UUIP) at the University of Pittsburgh provides a major challenge to the university. Through study and research of various issues, it is the hope of the project directors that they will be able to assist other interested institutions in preparing themselves to respond and adapt to the challenges of urban life. Five basic projects were chosen for the program: (1) minority and community services; (2) campus development impact on the local community; (3) communications; (4) emergent community goals; and (5) governance or university organization for urban interaction. This document presents an evaluation of the UUIP after a year in operation. The projects are discussed generally and then specifically as related to distinct actions taken to alleviate urban problems. (HS)

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UNIVERSITY-URBAN INTERFACE PROGRAM

PHASE II

INTERIM REPORT

(APRIL, 1970 - JUNE, 1971)

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Particular thanks are due those involved with projects who took time from busy schedules to assist in our research. These include: Russell Arnold and Louis Tronzo, Bernard Koperek and Joseph Colangelo, Steele Gow and Leslie Salmon-Cox, Lloyd Bell and Eugene Davis. It is difficult to adequately thank the members of the Research Advisory Council and the Offices of the Chancellor, Provost, Deans, and Research Accounting as well as the countless others for their frequent assistance.

Finally, the guidance and understanding provided by Dr. Tongsoo Song, initial U.S.O.E. Project Officer, and his successor, Dr. James Steffensen, has been invaluable. Essential administrative and clerical assistance was made by the Secretary of the University's Staff, consultants, and our own secretaries, Andrea Salamacha and Linda Wykoff.

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UNIVERSITY-URBAN INTERFACE PROGRAM (UUIP)
Project No. OEG-2-9-480725-1027

INTERIM REPORT--PHASE II APRIL, 1970-JUNE, 1971

Introduction and Overview

The University-Urban Interface Program (UUIP) supported by the U. S. Office of Education provides a major challenge and opportunity to the University of Pittsburgh. Through study and research of issues at a particular university we hope to be able to assist other interested institutions in preparing themselves to respond and adapt to the challenges of urban life. From a large array of potential issues and opportunities for educational research and public service, only a few basic priorities can be selected. These are reflected in the major thrust of the five projects within UUIP as described in this report.

Discussions with U.S.O.E. Site Evaluation Team members have provided additional guidelines for the effort. UUIP is to be a University-wide program. For community interaction to be effective it must occur at many levels and involve the entire University. It includes the concern of faculty and staff, the commitment and leadership of the Chancellor and top administrative officials, as well as the actions of the Board of Trustees. Both internal and external communications which convey the engagement of the University in the important community affairs and concern with its problems are essential. To further improve its usefulness inter-institutional linkages with other schools, professional associations, interested organizations, and scholars will be sought to infuse a comparative perspective. Organizationally, UUIP initially was assigned to the Vice Chancellor for

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*Footnotes for this introductory section appear on pages 142 and 143.

Program Development and Public Affairs who acts as Principal Investigator and delegates responsibility for the effort to his Director of Research Programs. This important linkage with highest administrative echelons will continue when the Vice Chancellor assumes his new responsibilities in a promotion to Secretary of the University to take effect in the Fall of 1971. Indeed, the increased stature of this new location should augment the cooperation within the entire University and external organizations.

Development of more effective means of communication about the program to both the University and the community is under way. This will occur through interim reports on the Program as well as other methods to encourage greater participation of students, faculty, and other interested persons.

During Phase III the program will be better publicized and its methodology explicated to clarify how various activities are involved and when they are scheduled for completion. Finally, selected prototypical or experimental, urban-oriented activites can be tested for feasibility during the course of this program as examples of institution building in an urban setting.

Plans for a five-phase longitudinal study of University urban interface by the University of Pittsburgh were submitted to U.S.O.E. in the original proposal of December 15, 1969. This interim report will present a review of progress during Phase II from April, 1970 through June of 1971. A broad overview of the Program's scope of work, for Phases III & IV, scheduled from June of 1971 through June of 1973 also will be given. In addition to the U.S.O.E. support for the Program, the University has allocated substantial matching funds in excess of its original contractual commitment. Further University allocations are anticipated for each fiscal year,1972 and 1973.

These estimates are based on conservative figures. An attempt will be made to increase the University share despite its already great proportion. This will be sought in order to demonstrate increasing awareness of the internal impact of the University-Urban Interface Program and its recognized importance for future commitments.

The major framework and priorities outlined in the original proposal persist; however, UUIP now is designed to be completed within four rather than five phases. With the approval of the Project Officer in the Office of Education some changes in emphasis have been incorporated during Phase II efforts. These were stated in progress reports previously submitted on a quarterly basis. The most important ones will be described briefly here.

A description of certain organizational changes, a revised schedule, and a program task list based on the initial proposal also are presented. Finally, in response to suggestions derived from the OE site visit of April 26-28, 1971, and new guidelines suggested by Project Officer Dr. James Steffensen we are including brief statements on: (1) the conceptual nature and context of the program, (2) methodology, and (3) use of internal and external consultants.

Interface Context

The major thrust of the University-Urban Interface Program is to study, chronicle, and evaluate community relations efforts of an established major urban institution of higher education during a time of change. The program incorporates five major projects: Minority and Community Services, Campus Development, Communications, Emerging Goals, and Governance. Details on each of these projects will be presented later in this report. Research, development, demonstration, and dissemination of information on the

University of Pittsburgh program should provide generic guidelines meaningful to other interested universities, organizations, or groups.

As stated in the original proposal:

> The interaction between major city-based universities and their urban communities has become a matter of great national significance. On the one hand, the increasing intensity of our urban problems and the growing public awareness of and concern about these problems have given them the highest national domestic priority. Almost simultaneously, on the other hand, the major universities of the country have come to be viewed, more than ever before, as powerful resources for solving all sorts of national problems and for achieving national priorities. These two developments converge in what can be called the university-urban interface.
>
> While this interface is a critical and urgent reality in virtually every major urban center, we believe that an extraordinary opportunity exists in Greater Pittsburgh and for the University of Pittsburgh to develop systematic new knowledge that will be generalizable and valuable to cities and universities throughout the country. The Pittsburgh metropolitan area is typically complex in its socio-economic character, its racial-ethnic diversity, and its governmental and institutional variety. The University of Pittsburgh is clearly the comprehensive university to which its community looks, is supported partly by local private funds and partly by state public funds, and is located in the heart of the city contiguous to the area's largest black ghetto. Moreover, the University already is officially committed to and deeply engaged in a multi-faceted effort to improve "social justice," is experiencing virtually all the internal and external pressures that the urban crisis has spawned elsewhere, and is scheduled for a major physical expansion which inevitably will intensify the impingement of university and urban community.
>
> Consequently, the situation here is such that conditions are reasonably representative of the university-urban interface elsewhere in the country and whatever is learned here will be largely transferable. What makes the opportunity unique is the preparation the University of Pittsburgh has made to impose a research and evaluation design upon those of its operations which are especially relevant to the university-urban interface.[1]

Universities throughout the world are in a time of turbulence. Institutionally they reflect many aspects of the larger society within a smaller social framework that is perhaps unique. In the dark ages they were seen as cloisters where philosophy, science, and the arts were nurtured. Changes in this heritage have been evident through the years as all institutions must adapt or atrophy. As a single institution, the university has made significant contributions to a macro society that expected its leaders, their advisors and intelligent laymen to be personally enriched and to transfer insights derived from educational experience to the governance of society. The disciplines practiced and transmitted in the micro community of scholars mirrored the macro society's professions and practice. Kudos accrued to graduates across the span of time from such honors as election to the Royal Society to selection of Nobel Prize Winners.

No capsule description can easily do justice to the internal process of change within particular school or generally in diverse universities. To select salient characteristics ignores many others such as interclass mobility, waning elitism and related trends; but secularization of the university and a call for increasing relevance to emerging societal problems is a hallmark of controversy today. In a seeming paradox, the ivory tower has become for some "the most sensitive barometer of social change" and even "the canary in the coal mine" in the few short years since the Berkeley student movement that began in 1964.[2] Many feel the university appropriately reflects the ills of society and will until some likely cures are undertaken. Today the litany of major social issues met in the campus microcosm seems endless. A few examples are: ecology/environment and pollution; political activism and protest; urban problems; concurrent international, national, state and local interests; racial and social justice; uncertainty in objectives of top administrators; limited sources of support for ever expanding programs for rapidly increasing numbers; necessary programs that do not engender support ; profitable programs that invoke hostility (e.g., ROTC or extracurricular research and consultation); declining support in the community and government; maintenance of social controls, e.g. insurance to protect physical plant and records.[3]

In this context of changing university roles, the University of Pittsburgh received a planning grant and ultimately a study grant from the U. S. Office of Education, Division of Higher Education Research for investigation of the urban university's actual and possible roles in the community. The major objective is to chronicle efforts and innovations, their success and failure, documenting a qualitative case for the edification and guidance of other institutions or organizations that wish to undertake such efforts. In addition to the traditional role of the university as an educator, other dimensions will include its role as: provider of services, including research; citizen-neighbor; and model or exemplar for other institutions. But some specific focus on the organization and the city was required that delineated explicit priorities or projects.

A. Project Highlights

The Program called for an action research effort, conducted in the office of the Vice Chancellor for Program Development and Public Affairs (PDPA) with concurrent evaluation on five basic projects: (1) Minority and Community Services; (2) Campus Development Impact; (3) Communications; (4) Emergent Community Goals; and (5) Governance--University Organization for Urban Interaction. These five projects, described briefly below, are in keeping with strong public statements by the Chancellor, committing University skills and resources to active public service in the community, especially in the cause of racial justice. Many of the Chancellor's policy directives also have underscored this University commitment.

1. Minority and Community Services.

Focus has shifted to a University-wide approach to minority and community services, rather than on operational support of the Office of Urban and Community Services (OUCS) as an entity. In this larger framework we have incorporated research projects undertaken through academic departments or individual efforts, as well as ones which were originally encouraged through the independent sponsorship of OUCS. To assure maximum flexibility for OUCS in maintaining an action orientation, its operations have been fully supported by University matching funds. Similarly, OE funds have been allocated to projects in this area that conform to established research criteria.[4] Such projects that embody defined research modules in addition to operational components active in the community have been called "Operation Outreach" projects

Two examples of Operation Outreach projects jointly run by community-University organizations are the Hill District Psychology Center for Primary Prevention and the Graduate School of Social Work-Neighborhood Centers Association efforts with the Northside area to improve social services. Two other independent Outreach projects serve as models for the efforts of departments or individual scholars. The first is the Student Consultant Project (SCP), run through the Graduate School of Business (GSB), which is designed to assist black businessmen within the community. The second is the Clarifying Environments Laboratory (CEL) program linked to the University through the Learning Research and Development Center. This project, with a program that was formerly undertaken exclusively in a University laboratory setting, is now moving into a center-city black school. Descriptions of these and other elements of the program will become deliverable products in the form of reports, papers or briefings available for distribution.

The Office of Urban and Community Services was established in May of 1969. Its mission was to become actively involved in the community by providing services and addressing very critical urban problems through the processes of mobilization, mediation, advocacy, and initiation.[5] Plans call for assessment of minority community needs and an inventory of relevant University resources to allow for attempted matching. Requirements that may best be met by other institutions also will be delineated. During the Phase I Planning Grant period in the latter half of 1969, such plans for the design of the office evolved.[6] There were subsequently implemented under support from University funds exclusively. OUCS activities through June of 1971 are described in a separate "Report to Deans and Members of Faculty." The OUCS document outlines: (1) philosophy, structure, and role of OUCS, (2) OUCS projects, (3) future of OUCS, (4) projections (plans), and (5) epilogue by the director describing some of the issues, accomplishments, and problems of his efforts to implement social change. Further periodic reports will be published by the Office on its progress and activities.

Incorporation of the newly operational activities of OUCS into the University structure has occasioned certain redefinition of responsibilities and communication. This has occurred both within the Office of Program Development and Public Affairs and the University at large. Insights and experiences derived from this operation fortuitously provided inputs for both evolving a more effective OUCS operation and introducing personnel to some issues involved in our ultimate concern for more effective University governance with respect to community relations. This comment applies as well to Campus Development, Communications, and Goals projects.

2. Campus Development Impact.

The title of this program has been changed from "Campus Expansion" because the new term is more comprehensive and neutral. Activities related to four areas have been selected: (1) Forbes Field Complex (area of stadium formerly used by professional athletic teams), Phase I; (2) Hillside Dormitory; (3) Chemistry Building construction; (4) Medical Complex. Variables to be considered include University plans, lead time, community viewpoints, government involvement, and interaction both within and among University, community, and government groups. For example, a spectrum of University flexibility is reported, ranging from established plans about to be implemented with slight latitude through long-range speculation with great leeway. Finally, responsible leadership requires some form of collaborative planning which considers new development within a Model City area and addresses certain emerging issues: (1) Is development necessary?; (2) Does a master plan exist?; (3) What city-community-university and other inputs are required?; (4) What relocation problems will occur?; (5) Is multi-purpose planning warranted?; (6) What communications are essential?

Various proposals have been submitted to University administration. Some of these were prepared under another foundation grant administered separately. Studies have been undertaken to explore the ramifications of these proposals which include joint community-University planning options, demographic census analysis of affected areas, appraisal of needs and the possible services offered by a relocation office, and experiences of other universities. In a late development, the Charrette planning process and its accomplishments within the State of Pennsylvania at Temple University and other locations are being examined.

Originally, we had expected to be able to conduct direct studies within the community immediately. However, because of the sensitivity and controversy surrounding campus development, we have confined ourselves to secondary sources, observation of negotiating groups and interviews with key personnel involved in the area. Opportunities for increased study facilitating our ability to articulate various viewpoints and chronicle the process of interaction of participant groups have occurred recently. Delays caused by unanticipated technical and planning issues as well as citizen reaction have engendered this new approach.

These efforts have been operationally administered through the new Office of Governmental Relations which represents a consolidation of the former Office of Commonwealth Relations and Federal and Local Relations. The new office is designed to be more sensitive to the manifold responsibilities of the University and the many policy voices which speak on issues of different concern to the various community constituencies. These issues will be viewed from the perspective of image mapping, i.e. both internal and external constituencies have their particular perspectives of the University which, in turn, have an impact on University-community interaction.

3. Communications.

The basic objective is to make communications compatible with the University's distinctive central mission of discovering and transmitting knowledge. Focus will be on communication with various University constituencies. We seek to systematically explore perceptions of relevant publics and to foster understanding of the service role among constituencies whose support is necessary to the success of such programs. A detailed separate report expands on the summary of efforts presented later in this document.[7]

The original proposal stipulated three research problems that will be addressed. These are: (1) accuracy of and response to specific messages, (2) effect of communications on attitudes, and (3) mapping of structures which impede or facilitate the flow of communications to or from the community.

The University has undertaken a complementary study using internal funds to appraise its current media and public relations programs. This will dovetail with our own commitments stipulated in the Program tasks list. Studies will continue in the areas identified, with emphasis on panel and ad hoc studies, firehouse research, evaluation, university image and relation to communications.

4. Emergent Goals

Focus on emerging community goals will strive to establish a system for discovering and stating long-range goals of the urban community, seeking to find optimal forms for University-urban interface. Early identificaton and articulation of emerging community goals is necessary to constructively assume the special obligations and opportunities of the University as an institution capable of relative objectivity in its leading role of bringing other institutions, agencies, and interested groups together in productive efforts. As part of this focus, selected leaders in the Pittsburgh metropolitan area have participated in personal interviews and survey research on isolating their perceptions of the important community goals which must be pursued during the next five years. Their suggestions on the University role in such an effort also are being studied.

Community leaders and University faculty also will be brought together in a series of thought provoking Forums. These experts, working together, will focus on four specific topics which have been selected for concentrated attention from the larger number of problem areas facing our community today. These four are "Conflict Management," "Health Services," "The Administration of Justice," and "Community Goals and the Government of Metropolis."

Through continued and strengthened relationships with community organizations and sister institutions the University of Pittsburgh wants to relate itself to the long range goals of its region in such a way as to perform its responsibilities for education, research, and public service with maximum effectiveness. This is difficult to accomplish for a number of reasons, two of which are especially important. First, it is frequently impossible to determine the emerging long range goals of a community, because specific mechanisms for this purpose are lacking. Secondly, it is difficult to agree on the dimensions of the "community" or region relevant to the University of Pittsburgh or any other urban university. There are many groups and interests to be served and they often have conflicting views about and desires for the future.

It is the purpose of the Goals Project to establish a set of activities which will serve to elicit and monitor the goals of this multifaceted "community." It is its further purpose to serve as communicator of these findings to the University and to other concerned interests in the community. The intention is to develop continuing mechanisms of communication and mutual planning and development. One method is the establishment of experimental policy research centers such as the Human Services Research Center, now the subject of a feasibility study. Finally, despite the consolidation of Program Phases IV and V we hope to accelerate the Emergent Goals Project to allow completion of the total plan.

5. Governance--University Organization for Urban Interaction.

This Project will be implemented during Phase IV. Effective work in this area is contingent upon cumulative experience. Such experience will help to clarify ways in which universities can be organized better to interact more effectively with the urban community and to improve understanding of their varied roles both internally and externally. The policy implications of research will be delineated and various ramifications of alternative programs outlined. Administrative reaction and response to interim UUIP results should provide data on ways of facilitating use of research results by operational units. Such data should enhance the value of program results to others by suggesting guidelines for expeditious transfer of knowledge to places where it will be most valuable.

Basic objectives in the program will be to optimize use of resources and to increase interdisciplinarity. Some effort will be concentrated on administrative offices, schools, and individual researchers that stimulate, facilitate, or burgeon innovative programs with high promise. Fuller interrelation of administrative offices also will be sought. Generic transferability of programs to other institutions will be emphasized. Finally, the manageability of research mentioned previously will be stressed, and we shall seek to accommodate to any developments in the field or changes in U.S.O.E. priorities.[8]

B. General Context

Not only have the image and expectations of the university changed dramatically in recent years, but also its urban embedding environment has been significantly altered. Certainly urban problems and increasing urbanization are not new. However, involvement by individuals and organizations has increased and difficulties have exacerbated. Housing, transportation, welfare, racial relations, occupations, health, education, recreation, and government are rarely absent from discussion of the urban scene, the blight of cities and needs to elicit new sources of support for planning innovative action to ameliorate the situation. Concepts ranging from Park's use of the city as a laboratory through urban observatories and new towns to demonstration and model cities have emerged. Here as well the trend has been toward active involvement by organizations such as universities, a stance somewhat unusual as seen from traditionally objective academic perspective.

From a broad viewpoint, higher education faces a dilemma of helping to solve problems in cooperation with society and other institutions as part of the traditional role of study of social change; but this exposes the university to internal and external cross fire, uncertainty of purpose and politicization. Debate arises as to whether it can preserve its independence while dealing with such critical problems.[9] For some the definition of university purpose would be to reflect the times without yielding to them; and this would seem to apply to American, European, and some Asian institutions despite Servan-Schreiber's observation that the "close association between business, universities, and the government has never been perfected nor successful in any European country.[10]

The University and society are curiously autonomous yet interdependent. Administration, faculty, students and campus balance government, citizens and community--the urban scene in context. Purpose, resources, experimental prerogatives, social controls, privileges, obligations and dissent will continue to be debated in both places.[11] One observer suggests, "It is a familiar sociological phenomenon that, when an institution no longer knows what it is doing, it starts trying to do everything. The loss of genuine purpose is invariably accompainied by the lust for a dozen pseudo purposes"...[12] Another observer sees the university as especially susceptible because it lacks a well-defined power structure, serves as a forum for debate and is uncertain about the application of sanctions.[13]

Attempts by the University-Urban Interface Program to monitor and analyze operational and research activities incorporate the classic stance of participant-observer. Methodology will begin with highly qualitative case studies using concurrent evaluation to chronicle decisions, document discarded alternatives and provide data for later analysis of trends.[14] Another facet is the role in the community/society and the institution's own sense of mission which will be to identify and define relations with other urban community institutions. Finally, the question of action will be considered both for the university itself and the urban community as policy makers in both realms act upon the study's findings. To heighten the challenge yet inspire further humility is the knowledge that other institutions and organizations may learn from our experience.

Concepts

Conceptually, the program is being conducted with an overall theoretical perspective related to institution building. This perspective provides a consistent framework which applies to all projects that facilitates their inclusion within a systematic context that allows comparative study and transfer of results. The basic elements will be described briefly below and explained more fully in a later separate paper. This institution building approach provides a "perspective on planned and guided social change."[15]

In this framework the institution will be studied in a time of change with stress on the institutionalization of innovations. A logical cycle includes the evaluation of performance of ongoing institutional arrangments, followed by redesign of the institution to cope with changing requirements and later, the reevaluation of new programs. This cycle provides description of institutional plans, feedback on operations and the process of change over time.[16]

Conceptual mapping of objectives and resources will be required to cast further light on what requires description and analysis. The mapping dimensions have a common substantive orientation for researchers who have been involved in institution building research. The framework allows examination of some current needs not being met adequately, other existing needs satisfactorily provided for now that may not continue to be met adequately, and emerging new requirements for both the immediate and longer range future. Attention to defunct, continuing and planned but as yet unestablished programs is possible. Observation on discrepancies in performance, the difference between actual and intended outputs, as well as the reasons associated with these issues will be included.[17]

Description and analysis are required for providing comprehensive "maps" or descriptions which include blueprint, operations, and image maps of an institution at some given baseline time, i.e. the present. The problem of description requires generation of such maps in a systematic manner. The dimensions or variables in terms of which mapping needs to be minimally accomplished include doctrine, themes, leadership, personnel, organization, and resources. Subsequent analysis necessitates superimposition of maps upon each other in an effort to identify the sources of institutional strengths and weaknesses. These may be seen in the differences among blueprint, operations, and image maps in each of the respective dimensions.

Blueprint mapping examines intraorganizational linkage relations and discloses significant changes over time. Operations mapping investigates which relations are carried out in practice. Image mapping scrutinizes different perceptions of the normative framework. Hence, the approach generally allows consideration of the institutional activities within the context of an embedding environment with emphasis on both internal and external impact, relations and change. Evaluative research is incorporated which enables local change agents to appraise their performance, adjusting programs to changing conditions based on organizational learning that may expedite or enhance guided social change. The problem is related to action when analyses are concluded and a concerted attempt is made to identify solutions which would bring the different maps into greater harmony with each other.

This same mapping process, description and analysis, also are examined for past stages to interpret historical stability or change and for the futures of the institution based on existing dynamics or deliberate introduction of innovations. Differences over time can be analyzed because of the comparability of data. Thus, institution building research can contribute to our knowledge of factors that facilitate or impede introduction of innovations and response to change.[18]

The institution building research perspective includes a group of variables that allow systematic ongoing and cumulative analysis of innovative organizations or programs. Tentative definitions of these variables (doctrine, et al.) appear elsewhere.[19] The overall program will be described in terms of configurations of these factors, their interrelationships and changes in patterns over time.

In addition, various types of linkages between the different organizations are examined. These include functional linkages relating organizations that may be performing complementary services. Another type of linkage describes enabling or facilitative ties as well as impediments. Normative linkages focus on values relevant to organizations' doctrines and programs, and diffused linkages identify patterns of dependency reflecting support or resistance on the part of different constituencies.

From another view the process has been called "organization building." This context can be seen as a conscious and deliberate effort to induce desirable changes such as those wrought through the Interface Program, both in its independently sponsored University activities and in those supported by Office of Education funds. Much of the overall program constitutes a University's reaction to changing society and attempts to make its public service, community service, quality, organization, administration, and academic excellence increasingly tuned to the times and even anticipatory by virtue of laying plans for the immediate future.[20]

A recent assessment of University efforts over the last decade and plans for the immediate future touches on curricular change among programs for minority students, programs in international studies, public service, continuing education, governance, and faculty productivity. Both internally directed responses and externally directed responses are considered, as well as changes in governance and the University's response to increasing pressures to control costs.[21] Data from this study are expected to be helpful in our investigation. They are compatible with the research framework.

The institution building framework has been implicit in the program thus far and will be explicated early in Phase III, so as to allow explicit research guidelines in each of the five priority areas. The initial theoretical approach will be regularly refined and updated to facilitate completion of pieces within a mosaic that portrays the overall University-Urban Interface Program. Beginning with a skeletal structure of this sort, a framework can be established that assures performance within particular areas and allows comparative research as well as transferability of results on generic problems. This should offer guidelines and useful information to other institutions as well as the University.

Methodology

The institution building model is also compatible with the systems view. This incorporates three analytical dimensions: identifiable objectives or purposes, subsystems for performing essential functions and linkages between organization and environment.[22] Here, again, the general context allows for appreciation and analysis of internal and external activities, consideration of an embedding environment, changing goals and the reciprocal impact of the various features. As time progresses, a sharpening of the methodological framework as applied to each of the major priorities will occur. Review of design to establish innovative programs or interaction with the community and evaluation of on-going activities will be covered. Specific forms of methodology will be matched to particular tasks. For example, interviews, participant observation, surveys and concurrent evaluation can all be undertaken where appropriate.[23]

Other major criteria explicated in the original proposal also will be followed. These are: (1) urgency; (2) researchability; (3) possible benefits; (4) manageability; (5) long-term impact; and (6) inter-disciplinary or inter-departmental cooperation. Some consolidation and elimination of original tasks will also be necessary to conform to a projected reduction of support levels and elimination of Phase V as outlined in the original proposal.

In all major priority areas we hope to apply systematic evaluative measures that will appraise efforts from the standpoint of a self-evaluation by the University agency, office or principle investigator, in addition to other evaluations from the viewpoint of groups within concerned community areas and a University-wide perspective. This implies a three-pronged chronicling or evaluative thrust which will give multiple perspectives and allow feedback as well as more adequate inventory of needs and effective planning through the use of such information. These efforts will apply to all projects.

Consultants

Internal consultation and advice has been obtained from University staff and faculty, in particular through discussions with Research Advisory Council members.[24] (See Appendix A, R.II.) Most prominent among these have been Dr. Paul F. Lazarsfeld, Professor of Sociology, Columbia University and Pittsburgh; Dr. J. Steele Gow, Jr., Dean of Instructional Experimentation and Dean of General Studies, University of Pittsburgh; Dr. Donald Henderson, Associate Provost, University of Pittsburgh; Dr. Otto Nelson, Special Consultant, University of Pittsburgh; Dr. Burkart Holzner, Chairman, Department of Sociology; and Dr. Jiri Nehnevajsa, Professor of Sociology. This group has been instrumental in progress to date, both through individual meeting sessions and in group conclaves. Selected external consultants also will be used during the course of the Program.

Internal Organization

Some change in organization structure has also occurred. Originally, we anticipated allocating individual researchers to various operational offices. Planned assignments have been followed;however, physical shortage of space and changing activities have made a centralized research office more practical. This does not preclude assignment of individuals to specific operational offices at a later date. Currently, we feel this a more appropriate arrangement, especially in the earlier period of a longitudinal study to expedite staff orientation and familiarity with all aspects.

In addition to the internal advisors and consultants described above, we also expect to make regular contacts with external consultants to assure greater objectivity on technical aspects of the report. An interchange between both internal and external advisors may be undertaken in the future. Another change has occurred in that we have decided to revise the idea of using an external Board of Visitors. The excellent advice of our Research Advisory council (RAC) and other University faculty, as well as external consultants has made this unnecessary at this time.

In addition to the specifically stated activities, other candidate projects have been considered. Some of these include: (1) continuing demographic analysis of 1970 census data for selected local areas, (2) establishing of a relocation service office for people moving from development areas, to assist in meeting initial needs and to keep records for subsequent analysis, (3) more extensively delineating a resource inventory related to University objectives, commitment of resources and the long-range goals study, (4) studying the economic impact of the

University to determine its role within the community as an employer, provider of services, etc., (5) developing a comprehensive student community intern program through the Graduate School of Public and International Affairs. Details on these efforts will follow in subsequent reports.

All such candidate projects are derived from study of the experiences of other institutions, suggestions elicited during the course of our research and review of recommendations by internal committees, such as the University Council on Urban Programs. In June of 1968, this Council submitted a list of 105 proposals to help eradicate social injustice in response to the Chancellor's request. They were classified into three categories: (1) Programs to increase black involvement in the University, (2) Community assistance programs, and (3) Research, new courses, and new educational material. An inventory or record of such proposals, suggestions, and innovative ideas is being maintained for further analysis and ultimate dissemination.

Although UUIP as a longitudinal study expects to produce its major output as a final report concluding the program, there also will be interim reports on the lessons learned. These reports will cover major priorities--Minority and Community Services, including Operation Outreach, Campus Development, Communications, Goals, and Governance. They will be related to the major focus on UUIP as an analysis of an institution of higher education in a time of change. Separate packages on particular themes will be submitted periodically. Where appropriate, these will appear as conference or meeting presentations, journal articles or monographs designed to acquaint others with the program generally and certain projects specifically. Hence, we shall seek to disseminate information of interest to other organizations or groups throughout the course of the study.

PROJECT SUMMARIES

A. Abstracts

Operation Outreach--Hill District-South Oakland Psychology Center for Primary Prevention

A group of parents from a poverty area are working with members of the University Psychology Department to plan and bring to reality a facility for the detection and treatment of psychological problems in young children This is being done through development of the Hill District-South Oakland Psychology Center for Primary Prevention. A detailed proposal has been submitted to funding agencies and special plans have been formulated for a "holding company" to manage any funds.

Operation Outreach--Northside Project

This report discusses issues related to improving Northside social services in a joint effort of the Graduate School of Social Work and the Neighborhood Centers Association as of January, 1971 and a projection of these issues and related activities for the third quarter of 1971. Description and analysis includes: The General Climate; NCA Board Composition; Staff Composition; Agency Relationship with Funding Source, Community Groups, and other agencies serving the Northside; Social Work field placement students; and Agency Policy and Programs.

Operation Outreach--Student Consultant Project

The Student Consultant Project (SCP) is a particular type of University-urban interface which is designed to bring technical assistance from the University to the ghetto community businessmen. SCP represents a working model of student involvement with social action. Since its inception on October 10, 1969, this project has won considerable support from community organizations and many University administrators, but the Project hopes for even more faculty participation and departmental support.

Clarifying Environments Program

The Clarifying Environments Program (CEP) constitutes an innovative part of the University of Pittsburgh's interface with the community. Recently, theory and practice developed in University research laboratories were introduced into a ghetto school. UUIP seeks to examine this process, including the interaction patterns among the University, Pittsburgh Board of Education, Model Cities Program, and contacts among other community organizations, groups and citizens ranging from local neighborhoods through prominent leaders. The program focuses on the improvement of the educational environment of the urban poor and minority groups, with the long-range goal of developing a theory of human problem-solving and social interactions. The program seeks community support for theoretical implementation from both the upper echelons and the grass root levels of the community and depends upon these two levels for its viability.

Campus Development

A descriptive analysis is made of the University's experiences with campus development planning during the last year. The analysis delineates the emergence of five major issues: (1) Is campus development necessary? (2) Did the University make long-range plans and/or were the plans revealed to the public? (3) Is the University sensitive to problems of resident relocation? (4) Has the University planned for multi-use buildings? (5) Has the University made an effort to reconcile differences with the community? In general, the chronicling of events has shown the University on the defensive and reacting to community criticism. In recent developments the University scrapped its master development plan and has begun a joint or collaborative planning process with the community.

Communications

The research focus is on the complex problem for the contemporary urban university of maintaining good communications with both external publics and internal constituencies. An institution such as the University of Pittsburgh must attempt to reach relevant groups and provide them with appropriate information about its goals and activities and at the same time to maintain adequate channels for feedback from such groups. In the first eight months of the project, the emphasis was on conceptualizing the problem, and abstracting the major areas to be covered. Initially, the channels of communication were defined and attempts were made to identify the publics they were designed to reach. On this basis, a careful analysis was carried out on the information content that was actually flowing through communication channels, particularly formal channels. Additionally, surveys were undertaken to uncover and evaluate perceptions of some of the publics as to the role and image of the University as well as their assessments of the media from which they draw their information. The ultimate project goal is to provide an evaluation of the effectiveness of University-community communications in promoting a common understanding of what a university really is and can do, and to suggest ways of facilitating future communication flow.

On the basis of this exploratory activity, a more adequate research design has evolved to guide the next phase of the project. From preliminary results it has been possible to identify some areas of consensus and cleavage concerning aspects of University activities from surveys of several important publics. Much has been learned about the accessibility and credibility of University publications. It has also been possible to derive through content analysis some generalized images of the ways in which the University is depicted, both in internal publications and the public press. Finally, the complexity of the entire process of communications was illuminated through detailed interviews with key University personnel who are most directly concerned with University-community interaction.

Emerging Community Goals

It is the purpose of this project to establish a set of activities which will serve to elicit and monitor the goals of a multi-faceted "community." It is further our purpose to serve as communicators of these findings to the University and to other institutions of the community. It is our intention to develop continuing mechanisms of communication and mutual planning and development. At this point in time, as detailed in the ensuing report, preliminary data on emerging community goals have been gathered. These data, along with four reports from experts on selected urban problems, will be utilized to produce the material to form the bases for four Forums which will take place in the Fall and Winter of 1971-72.

B. Summaries

OPERATION OUTREACH

HILL DISTRICT-SOUTH OAKLAND PSYCHOLOGY CENTER FOR PRIMARY PREVENTION

Introduction

The development of the Primary Prevention Center provides UUIP researchers with a unique opportunity to observe, document, and analyze the interactions which take place when a University group and a community organization merge interests behind a program of community action.

A group of parents from a poverty area expressed their deep concern over the problems their children were experiencing. These problems ranged from mental retardation, to juvenile delinquency, to developing psychosis. The Psychology Department of the University of Pittsburgh had made a commitment to more active involvement in community problems, and it became evident that the expertise that psychologists had developed in the early detection of signs of maladjustment could be valuable in alleviating many of the ills of this community.

This report relates the progress of two years of working toward the goal of building a facility within the poverty community which would provide detection and treatment of psychological problems of young children.

Development of the Program

In early 1969, the University of Pittsburgh Department of Psychology formalized its commitment to develop programs directly relevant to the inner-city black population through a grant request to the Mellon Foundation. Thought had been given for the development of an emergency service for children, but since only $30,000 was received from Mellon, a decision was made to use the funds for the planning of some kind of community action program. Dr. Jerome Taylor was made Project Director and set about gathering information, developing ideas, and establishing community contacts.

The Director came to know and share ideas with organizations within the black community such as the United Black Front and the Hill House Association. Eventually he chaired a special ad hoc committee concerned with inner-city social problems organized by the Psychology Department Hill Team and Western Psychiatric Institute and Clinic. Through the Hill Team he helped to catalyze the development of a group of parents representing all geographical areas of the Hill District. This group called itself "Taking Care of Business" (TCB) and began meeting weekly early in 1970.

As members of the faculty met for discussions with TCB, these parents expressed the concern of many parents in the inner city that their children are experiencing special problems related to poverty. These parents gave examples of behavioral problems and problems of mental and educational retardation, which if they had been detected and worked with early enough, could have saved both parents and children needless suffering.

Dr. Jerome Taylor described his reactions as he listened to these parents (memo to Mellon Foundation from Dr. Taylor, May 20, 1970):

> As I listened to these mothers, I began to reflect upon those things which are empirically established, both from the more recent as well as earlier literature, which might be regarded as constituting primary and secondary prevention systems. It seems now possible to say that there exists a constellation of signs reliably observable during the first 16 months of life that predictably identify children who are grossly retarded intellectually; there now exists a field of interactional and infant-specific signs which reliably indicate the presence of severe maternal deprivation; there now exists literature which suggests that some forms of biologically-organized mental abberations such as schizophrenia or infantile autism are recognizable within the first year of life; there now exists the means through which, prior to enrollment in grade school, we can point to behavioral and other performance variables which are predictive of the child's later adjustment in school. It seems also that we can estimate the cognitive level and sensory acuity and

> processing capability of children prior to their enrollment in elementary school, a possibility suggestive of remedial programs that could be put together specific to the impairment-strength patterns a given child presents. In addition, we seem now in a position to describe those situations (psychological traumas, e.g., loss of a parent or friend; physical traumas, e.g., an operation requiring anesthesia) which are likely to threaten integrated development and we are able to prescribe those therapeutic procedures (e.g., special adaptation of play therapy technique) likely to defuse them.
>
> In summary, there exists the need for a center that concerns itself with clarifying, utilizing, and even developing these signs or configurational aspects of behavior which lead towards the establishment of primary and secondary prevention systems and correlated techniques of effective intervention.[1]

In the meantime, within the Psychology Department plans were developing for a program of Community Psychology which would include intradepartmental, interdepartmental, and intercollegiate collaboration. An academic program which could bring together a diversity of skills and train students concerned with community involvement could work in close cooperation with an implementation facility within the community.

In September of 1970 the project as envisioned was brought to the attention of UUIP through the recommendation of Dr. Bell of the Office of Urban and Community Services. An investigation was made by the UUIP director as to the feasibility of the project and its applicability to research on University-community relations. UUIP outlined three problem areas of particular research interest. These problems were related to (1) assessment of community needs and organization; (2) matching available University resources to community needs; and (3) assuring continuity of program support after implementation.

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[1] Memo to Mellon Foundation from Dr. Jerome Taylor,(Pittsburgh, Pa.: University of Pittsburgh, May 20, 1970).

Dr. Taylor replied to the UUIP inquiry by setting out the contingencies involved in each of the three problem areas.

> Problem I: It is the assumption of this investigator that the achievement of a functional interface between university and community is dependent upon the following four interlocking contingencies: a. The university must locate and develop a relationship of confidence with a target agency or group within the community; b. The target agency or group must develop and maintain a relationship of trust, credibility, and respect within the community it defines as its primary domain; c. The university participants must generate and develop support for the program within the departmental and administrative structure of the university; and d. Given "a." and "b." and "c." the target agency or group must serve a vehicular function, becoming an effective administrative conduit of ideas and programs generated by both university and community and co-sponsored by both. At this stage of development of the Community Organization for TCB, contingency "a." has been developed, contingencies "b." and "c." and "d." to some degree but significantly less so.
>
> Problem II: Assuming the emerging or functional development of a university-community interface, it is important that the target agency or group and the university become involved in an intensive educational experience in which each becomes aware of the latest programs and research in infancy and early childhood development and that the University of Pittsburgh participants become aware of the paracultural experiences of the community where the project will function. Some work has already been initiated with respect to this requirement, but needs formalization in terms of additional staff and training as discussed in a later section. The full development of these educational experiences is particularly important with respect to contingency "d." mentioned above.
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> Problem III: The development of many university-community interface programs requires funding. It is expected that the successful handling of the first two problems outlined would significantly enhance the capability of the project to attract money for future funding.[2]

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[2] Memo to Robert C. Brictson from Dr. Jerome Taylor, (Pittsburgh, Pa.: University of Pittsburgh, September 21, 1970).

Dr. Taylor's amenability to the research aspect of the project and its potential researchability in the area of University-community interface led UUIP to select the Primary Prevention Center as part of its Operation Outreach.

In October, Dr. Taylor hired seven paraprofessionals to be trained in working with childhood problems. The procedure for hiring staff was determined by a special TCB subcommittee in consultation with the Director.[3] Eight poverty neighborhood CAP offices were contacted for applicants for the positions. The criteria for hiring was based on emotional warmth and stability as a basis for working with young children and on the interest and capacity to learn about childhood growth and development. Twenty-five of the applicants were intensively interviewed before seven were finally chosen for the position. Both TCB members and Psychology faculty are taking part in the training of these paraprofessionals.

In December of 1970 a detailed proposal was presented to Model Cities requesting $600,000 for a physical plant and operating funds for the Primary Prevention Center.[4] The proposal spelled out not only space and equipment needs, but a job description for various personnel and the general plan to be implemented by the Center.

Program

Plans for the Center call for physical facilities to service at least 50 children a day, ranging from birth to three years of age. When the parent and child first come to the Center, a background interview will be conducted and then they will be turned over to a Generalist, a paraprofessional who has been broadly and intensively trained in a range of assessment procedures and intervention techniques. The family may continue to work with this Generalist throughout their contact with the Center or with a Specialist, a paraprofessional who has been trained to work within a highly selective problem area. A variety of professional expertise will also be available. The efforts of these professionals and paraprofessionals will be organized around six areas of functional assessment and intervention as follows:

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[3] Memo to R. C. Brictson from Dr. Jerome Taylor, (Pittsburgh, Pa.: University of Pittsburgh, December 11, 1970).

[4] Dr. Jerome Taylor, A Proposal to Model Cities for Support of Hill District Psychology Center for Primary Prevention, mimeographed (Pittsburgh, Pa.: University of Pittsburgh, Department of Psychology, December 28, 1970). Also the following were used:

1. Emotional Development
2. Social Interaction
3. Learning and Attention
4. Cognitive Processes
5. Physiological Orientation
6. Community Involvement

Within each of these areas specific kinds of assessment instruments will be used to detect the development of the child and the parent-child relationship. Specific technologies will be available such as the visual acuity drum, the sucking machine, testing toys, and video equipment. Intervention techniques will be employed which utilize knowledge in these special areas.

By the end of 1970, TCB had drafted a charter of incorporation and had given serious thought to the importance of increased awareness of business and administrative skills necessary to operate a Center on the

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Dr. Jerome Taylor, Hill District-South Oakland Psychology Center for Primary Prevention, revised, (Pittsburgh, Pa.: March 25, 1971). And also Job Description Supplement to Model Cities Proposal (Revised March 25, 1971).

large-scale now projected. TCB members were also active in meeting with Model Cities commissioners, creating interest in and commitment to the Center in the community, and seeking out locations and other funding sources for the Center. The Director has stated that without TCB, the favorable reception of Model Cities and the community would not have been likely. At the same time, TCB needed the resources of the University to bring the action plans to solve their needs close to fruition.

In addition, during this period an idea of a "holding company" for community action funds began to take shape. The plan calls for some agency outside of the formal University structure and outside of the structure of the specific action agency (in this case, the Psychology Center) to act as paymaster and accountant. The concept brings up some interesting problems concerning control of project funds. For example, if the funds are granted through University personnel, how will research directors and University accounting staff react to the prospect of having financial control of research funds placed in the community rather than at the University level? The Chairman of the Psychology Department was apprised of this idea and expressed support for exploring the notion further. If the funds are granted through public or private sources (such as Model Cities or Mellon Foundation), what impact will this have on a community's sense of control over projects? Too often low resource groups have been made to feel like guinea pigs in an experiment or receivers of charity from kindly benefactors. Control of funds within a neighborhood agency may create a feeling of personal involvement in the destiny of one's own community.

The plan has a very pragmatic aspect which can solve a major problem for new community groups. That is, sources of funding are very reticent to award funds to groups which have no record of accomplishment (which a newly-formed group would not have) and no experience in handling large funds (which is universal for all poverty groups). By the end of 1970, Dr. Taylor had three types of agencies as possibilities for "holding companies": (1) mental health agencies; (2) crime prevention agencies; and (3) social welfare agencies. In 1971 the social agency, Hill House, accepted the proposal that they become the holding company for funds granted to the construction and operation of the purposed Center. Hill House was chosen because of its several advantages: (a) it has been consolidating its activities and has become identified in the Hill District community with child welfare; (b) at present, its work is with adolescents, but it would like to be identified with the whole span of childhood beginning with infancy; (c) Hill House is actively looking for new program ideas; and (d) there is at present a working relationship between Taylor, TCB, and Hill House executives.

Summary

A great deal of the energy expended during the two years of development toward a Primary Prevention Center has been in laying a firm foundation for both the Center itself and for its receptivity by the community. The psychologists have listened to the parents describe their problems and have formulated a program based on psychological theory and techniques. A great deal of thought has gone into making use of community resources, especially community personnel, in both the development of the plans and in projected utilization within the Center. The community people, especially those active in TCB, have assumed responsibility for convincing the funding agencies and the neighborhoods that the plan is of vital necessity to the community. The concept of a "holding company" carries the notion of community involvement one step further toward community control and responsibility.

Future Research Plans

Plans are being made with Dr. Taylor and the UUIP research staff to document the inter-relationships between the target agency, the University, and the community in a great deal more detail and depth during Phase III of the UUIP Project. There is a great deal of material in the form of reports, memos, charters, proposals, interviews, and participant observation to aid this documentation. This data will be systematized to bring about a clearer understanding of the inter-relationship patterns between these three units (agency, University, and community), using the institution building approach described elsewhere in this interim report.

To aid the implementation of this research plan, a paraprofessional being trained by Dr. Taylor and a graduate student working with UUIP can work together on the documentation under the supervision of Dr. Taylor and a UUIP research director. This plan has the added benefit of giving experience to both community people (such as the paraprofessional) and graduate students interested in community problems. This experience involves not only technical research skill, but the sensitizing of persons to important variables in University-urban interface activities.

This documentation will be useful for the understanding of interface problems, regardless of the eventual outcome of the plans to build the Center. If the Center is delayed or even not begun, important questions arise. For example, what responses will the highly involved community people (such as TCB) make if their invested time appears to have wasted? How will they feel about the University's role in this project? If the project does receive the funding to begin operation, even more questions will arise. For example, how will University resources be called upon to train community people to operate a large agency in its business aspects?

Answers to these kinds of questions will not only contribute insights into the general problems of introducing innovative programs in a community but also the specific and unique interactions associated with University-community relations.

OPERATION OUTREACH--NORTHSIDE PROJECT

Introduction

Currently and during recent years the Northside of Pittsburgh has been in turmoil from large scale urban renewal projects, population movements, racial conflict, and the springing up of new institutions. Public and private investments in a new sports stadium, public housing, schools, industrial redevelopment, community college, shopping center, high-rise apartments, highways, and the like, made and contemplated total more than three hundred million dollars. While these investments have done much to improve life for the people of the Northside and of the entire Pittsburgh area, there also have been severe hardships created for many residents and businessmen. The vast new resources placed in the Northside have not benefited all citizens. Social and economic problems for many have been aggravated. Large development gaps exist. Conflicts among races and between and among income groups, and between government and citizens flair up continually.

Some specific social welfare projects and programs for housing rehabilitation, employment training, drug addiction, recreation, remedial education, family services, and the like, have grown up, but all these are limited in resources, and controversy rages even around these programs.

The Northside today is an urban area of change, chaos, and enormous opportunity. It is in need of systematic examination, analysis, overall planning and implementation of plans if the area is to realize its potential as a good living area and if the wider Pittsburgh area is to gain a full return from its large investment in the community. In addition, the Northside represents a unique, rich community setting for university research and training. It would seem to be an excellent area in which to help educate young urban professionals and in which to advance general knowledge about urban conditions in an effort fully consistent with the general objectives of a university.

The cooperative venture between the Graduate School of Social Work and the Northside Joint Urban Development Neighborhood Centers Association is an attempt to (1) develop and test models of intervention in community development projects, (2) gather in-depth information about the special characteristics of the Northside area, (3) learn the various expectations and priorities of community residents, and (4) use all of the above input to help the NCA's board and the University of Pittsburgh develop policy and programs for its future operations on the Northside. UUIP has attached appropriate research modules. The research activities in process of implementation are:

(1) Develop and test models of intervention in community development projects. The researcher and graduate students from the School of Social Work will develop projects in the following fields: education, health, housing, recreation, employment, economic development, and agency administration. Under the supervision of a professional community worker, they will analyze the process as they develop it and attempt to pinpoint the elements of successful operation. In addition to working on a specific project, the graduate students will compile information regarding activities and experiences of other agencies and organizations so that these operations can be perused for insight into drawing successful models. Students to date have selected specific projects to investigate and are now developing them.

(2) Gather in-depth information about the special characteristics of the Northside area. Using 1970 census data, interviews, and other available sources, a profile of the Northside and of its various neighborhoods is being drawn. The data will be used to identify specific problems in the community, to show their linkage or lack of linkages to other problems and other parts of the city, and to glean from the study some indication of priorities within the variety of problems.

(3) Learn the various expectations and priorities community residents have for community improvement and individual advancement. Interviews and questionnaires will be developed which will draw out individual needs and indicate how these needs might be met at the community level.

(4) Use all of the above input to help the agency's board to develop policy and programs for its future operation. The Neighborhood Centers Association Board will coordinate the information as it is gathered. Towards the end of the project year, the Neighborhood Centers Association board will undertake a "strategy audit" to review the problems of the Northside community, to evaluate attempts to alleviate some of the problems which have occurred during the project year, to consider the agency's resources in terms of budget, personnel expertise, and the restraints of its charter and by-laws, and to develop board policy as to how it will operate in the coming year.

To date, the following resources from the University of Pittsburgh have offered information and assistance on the project:

1. Population Division, Graduate School of Public Health
2. Graduate School of Public and International Affairs
3. Oakland Cooperative Store (a venture developed by Pitt students and faculty)

4. Clarifying Environments Laboratory.

Report for the Second Quarter, 1971

This report will consist of an analytical background description of issues confronting the Northside and Neighborhood Centers Association as of January, 1971 and a projection of activities with regard to these issues for the third quarter 1971. Not included in this report is an analysis of activities for the first half of 1971. This analysis will be part of the report for the third quarter.

All of the issues outlined in this report are important, not only to Neighborhood Centers Association but to any agency which attempts to work in a neighborhood. An analysis of how one agency attempts to resolve these problems will hopefully provide insight for other agencies, in particular the University of Pittsburgh.

Climate

The general climate of a community is always difficult to determine and an intensive attempt to gauge the community's climate will be made during this project year. However, the atmosphere of some elements of the community are obvious. Those community groups and individuals who had some involvement with neighborhood agencies felt great frustration at the inability (mostly because of a lack of both human and monetary resources) of those agencies to approximate, in any way, their announced goals. These disappointments were manifested in a number of ways. Some were:

1. The futile attempt by members of the Northside Committee on Human Resources to block the decision of Community Action Pittsburgh, Inc., the local agency for Office of Economic Opportunity Funds, to centralize the

administration of the Northside office and to terminate most of the neighborhood initiative.

2. The physical assaults on the Executive Director of a Manchester based manpower development agency by a group of some thirty trainees disgruntled by the agency's operation and by the lack of job opportunities for graduate trainees.

3. The confrontation by a community organization from Central Northside of the Neighborhood Centers Association board. This group demanded a grant of twenty-five thousand dollars ($25,000.00) in lieu of services to which it felt entitled but which it was not receiving from Neighborhood Centers Association.

4. The suspicion and antagonism of a former community resident turned agency director of an East Northside youth organization who on two occasions physically attacked NCA staff people and verbally attacked board members and staff people numerous times.

A larger number of Northside residents absorbed their frustrations or acted them out against other community residents. And still another segment of the community went about living their lives without community awareness.

NCA Board Composition

Neighborhood Centers Association began as Woods Run Settlement in the 1890's. At that time it was mainly concerned with Americanization of Western and Eastern European immigrants and recreational activities. By the early 1960's its goals had changed to developing community groups which could re-direct services rendered to the community from such institutions as schools, hospitals, and traditional social welfare agencies. Concurrent with this change in goals came a change in the composition of the board... from a board composed mainly of non-resident volunteers to a board whose majority either lives in or has a vested interest in the Northside. Of the twenty-seven regular board members, fourteen are Northside residents, five are affiliated with Northside based businesses, two are principals of Northside public grade schools, two are clergymen in Northside churches, and only three members have no present direct relationship to the Northside community. A board with such a large percentage of members living in the community benefits from being able to reflect real neighborhood concerns but can suffer from a myopic view of problems which hinders inter-agency and inter-group cooperation as well as the development of solutions which require a larger understanding of the problem.

Attempts by the NCA board to wrestle with this issue will be charted during the course of this project.

Staff Composition

As of January 1971, NCA had on paper a Central Neighborhood Development staff of eight people--an executive director, an associate director, a special organizer, three neighborhood development workers and two youth workers. Clerical and janitorial support raised the count to fourteen people. Of the eight job slots, five were filled with full-time people--the Associate Director, the Special Organizer, one Neighborhood Development Worker,and the two Youth Workers. Since April of 1970 the board had unsuccessfully searched for a new executive director, had located two acceptable candidates--both of whom later refused to accept the job. The process of searching for an executive director will be detailed in the third quarter report. Also charted will be the newly appointed

Executive Director's attempt to develop a staff which can effectively deal with the diverse real, religious and economic sectors which comprise the Northside. (Note: In addition to the neighborhood development staff was a Family Service Unit of seven people sub-contracted to NCA. Purpose of this group was crisis intervention with families and individuals.)

Agency's Relationship with Funding Source

NCA is a United Fund-Community Chest agency. In the summer of 1970, it submitted a budget request to the Community Chest totaling approximately two hundred thousand dollars ($200,000.00). In December 1970 the Community Chest offered the agency approximately one hundred and fifty thousand dollars ($150,000.00)--a cut of about 7% from the previous year. In addition, the agency was to be reviewed at the end of May 1971 to assess "the Association's progress in filling the Executive Director's position and the agency's program plans for the year." NCA was clearly in trouble with its funding source mainly because the Community Chest felt, as other agencies, community people and even board members felt, that an agency without a full-time director, was only marking time.

The ability of NCA to establish a good relationship with its primary funding source and attracting other resources for special projects is an issue to be considered in this project.

Agency's Relationship with Community Groups

NCA's success as an institution is dependent upon its ability to meet the changing needs of its clientele. When NCA began its community organization endeavors, a great part of the job was seeking out individuals and persuading them to become active in community betterment projects. In the six months prior to January 1971, NCA found itself reacting to charges made by community groups who felt that NCA was not providing sufficient service and leadership to the community. Most of these groups had been formed by NCA staff in the sixties. How the Neighborhood Centers Association can deal with community groups and integrate its services to existing groups into its total program is an important issue to be charted in this project.

Agency's Relationship with Other Agencies Serving Northside

As the United Fund-Community Chest Neighborhood Development Agency on the Northside, NCA is the major symbol of stability in a somewhat capricious social service delivery system. Whereas as agencies like the poverty program are subject to annual cuts and more restrictive regulations and agencies funded by private foundations can hope to last only one or two years, NCA, in general, can expect long tenure and minimal regulation. Because of this stability other agencies tend to see NCA as somewhat of a paternal figure, as the agency which coordinates and conciliates for the other groups. As of January 1971, the acting Executive Director had accepted this responsibility in principle and had begun some small efforts to provide this service. How the new Executive Director sees this issue and copes with it will be analyzed during the course of this project.

Agency's Relationship with Field Placement Students

The Community Organization and Planning and Administration (COPA) sequence of the Graduate School of Social Work in cooperation with this project is placing four of its students at NCA. They will work as part of NCA's program staff and also develop linkages between the University of Pittsburgh on one hand and NCA and the Northside community on the other.

Agency's Policy and Programs

In 1968 the NCA board officially established indirect services as the only focus for the core staff of the agency. Much confusion within the agency and the staff has resulted from this decision. In 1969-1970 a Board committee reviewed the activities of NCA and other Northside agencies and recommended specific projects to the Staff. A more thorough study which includes consideration of the philosophic approach for the agency is planned for 1971. This report will include a chronicling of that effort.

Projections for the Third Quarter

The third quarter report will include:

(1) An updating of progress as related to each specific issue outlined in this report.

(2) An expanded report on one or more of the issues in this report.

Summary

The issues confronting the Northside and NCA as of January, 1971 were as follows:

Climate

An atmosphere of disappointment and frustration with the Agency, which was manifested in very obvious, forceful and sometimes physical acts against Agency employees, other residents, or by completely ignoring the existence of the Agency.

NCA Board Composition

Of the present Board, only three members do not have any direct relation to the Northside community. This situation, beneficial in many ways, has the shortcoming of giving a myopic view of the problems, which hinders inter-agency and inter-group cooperation as well as the development of solutions which require a larger understanding of the problem.

Staff Composition

Eight executive positions and six clerical and janitorial jobs. On the executive level, only five persons were full-time: Associate Director, Special Organizer, a Neighborhood Development Worker, and two Youth Workers. The Board was unable to find suitable applicants to fill the positions of Executive Director, and two Neighborhood Development Workers.

Agency's Relationships with Funding Source

NCA is a United Fund-Community Chest Agency. In December 1970, it received from the Community Chest $150,000.00, seven per cent less than in the previous year. One major obstacle in getting adequate refunding is the NCA inability in finding an Executive Director, who, it is felt, would give an impression of permanency and of a going concern to the NCA.

Agency's Relationship with Community Groups

A change in the needs and demands of the local community was apparently not adequately met by the NCA. Groups who were organized in the sixties charge the NCA now of not providing enough leadership and service. The ability of NCA to cope with this would gauge its success.

Agency's Relationship with Other Agencies Serving Northside

As compared with other agencies serving the community, NCA stands as the major symbol of stability; it can expect longer tenure and minimal regulation due to its being related to the United Fund-Community Chest. This image of stability gives the NCA the role of coordinator and conciliator for other groups.

Agency's Relationship with Field Placement Students

Four GSSW students are placed at NCA. Their work aside from being on the staff would also provide a link between the University and the Northsid community.

Policy and Programs

In 1968 the philosophy was that of indirect services. In 1969-1970, specific projects were recommended. Plans for a more thorough study in this area in 1971 are underway.

Projections for the Third Quarter

The third quarter will include:

(1) An updating of progress as related to each specific issue outlined in this report.

(2) An expanded report on one or more of the issues in this report.

OPERATION OUTREACH - STUDENT CONSULTANT PROJECT

Introduction

The small ghetto businessman has always been subjected to pressures and problems unique to his community milieu in addition to many of the basic problems confronting any small businessman. Often the graduate business school curricula does not address itself to these problems nor are its students given an opportunity to learn about them through community fieldwork.

Through the efforts of William Tiga Tita and several other interested students at the University of Pittsburgh's Graduate School of Business and the Graduate School of Public and International Affairs it was learned that many ghetto businessmen were handicapped by a variety of problems, including: (1) lack of adequate accounting, recording, and analysis skills; (2) lack of knowledge of facilitative agencies which can provide resources and skills to develop small businesses; and (3) lack of operating and investment funds.* And in cataloging the technical assistance programs available through the various community agencies, the students found a serious lack of programs and sought to remedy the situation by instituting the Student Consultant Project. SCP was organized October 10, 1969 for the purpose of making students and faculty aware of the ghetto businessman's problems and to attempt to bring assistance to these businessmen.

The following report gives a detailed account of the project's history and development, some of the problems its members have encountered, a description of its activities to date, and plans for the future. This chronicling of activities has been supported, in part, by UUIP.

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* *Student Consultant Project Proposal for Government Agencies*, June 1970, p.

Analysis

The Graduate School of Business Student Consulting Project is designed to provide technical assistance to the ghetto community businessman. It was inaugurated October 10, 1969 solely through the efforts of one student. William Tiga Tita, a Ph.D. candidate at the Business School, conceived SCP by "making the right contacts" with University personnel, community organizers, and black businessmen. Tita had been aware of a need in the Pittsburgh community and familiar with similar programs at other universities. He then posted a notice on the department bulletin board outlining the prospective goals of such a project and requested volunteers from the faculty and graduate student body. Those goals, as they first appeared and continue to apply, are as follows:

1. To help create black economic power is Pittsburgh by strengthening client businesses or organizations, by creating additional jobs, and by raising managerial skill levels and pride of our clients.
2. To focus the attention of the Business School Faculty upon pressin problems facing the Pittsburgh black business community.
3. To open up a channel of communication between the business student and black businessmen; this may prove to be a major value of the project as the students and their black clients are thrown together often in confronting major problems.
4. To provide students with practical field experience working with businesses during the school year.

Approximately 40 students signed the roster, and 33 became actively involved in SCP efforts. No faculty members signed the roster or attended. A committee was then formed from the 33 to write a proposal which outlined organizational structure. After the first meeting, all the faculty were sent memorandums inviting them to participate in the project, but only 24 out of 60 replied. Although they expressed an interest, only three or four ever came to any of the meetings.

The preliminary organization was comprised solely of students. At the same time students were being organized, however, Tita was making initial contacts in the black ghetto communities. He visited individuals at such business organizations as the Homewood Board of Trade, the Business League in Manchester, Small Businessmen's Association, Community Action Pittsburgh (CAP), Business and Job Development Corp, and several more. Each of these organizations expressed great interest and enthusiasm when offered these University resources.

When the proposal for a Student Consulting Project was completed and actual community organizations became supportive, the Dean of the Business School arranged for the new project to have office space in the Business School, a part-time secretary from work-study, and a typewriter. The students asked the Dean to write SCP into the yearly budget of the Business School, but the request was denied.

Last year a proposal was submitted to a number of government agencies requesting funds for the Project. As a result, Community Action Pittsburgh granted SCP $40,000 to reorganize. As a condition of the CAP grant, one small change in the organizational set up which called for the Office of Chairman to be separate from the Project Director was made. The Chairman would be elected by the students themselves and the Project Director would be a salaried, full-time person, preferably a Ph.D. candidate who was not answerable to the student body. The money was a grant which was handled by the University; however, the University retains no control over the budget which CAP approved. This grant was for the period March, 1971 - March, 1972. SCP now hopes to have financial support from other major organizations or the University itself. When CAP granted the $40,000, SCP retained office space; however, secretarial services were no longer provided by the Business School.

The Office of Urban and Community Services originally played a major role in SCP by having one of its urban action coordinators act as intermediary between SCP and the businessmen. Since the coordinator lived in the community, he was in a position to find businessmen who were having financial problems. He then would refer them to SCP and explain SCP's program to the community. This particular coordinator has been replaced by another who still refers clients. He also has been asked by SCP to write a proposal to the Vice Chancellor of Finance and to the Trustees requesting that they award University contracts to black businesses. The formal proposal has not yet been written because the probable author feels that personal overtures must preface an actual document to maximize the likelihood of acceptance.

One of the preliminary projects of SCP was the sponsoring of Small Businessmen's Nights -- held to acquaint businessmen with SCP. A description of the event appeared in the Report of the Chancellor, Winter, 1970. The turnout was impressive with more than 200 large and small entrepreneurs, members of major organizations and financial institutions, and major University personnel, such as the Vice Chancellor of Finance, attending over the three sessions. Small groups were formed among the participants and information flowed through dialogue and talks. One concrete result of the conference was the establishment of a management course which was to be taught by students and faculty in a room donated by the Business and Job Development Corp.

Several administrators at the University have indicated their support of SCP efforts -- moral, if not financial support. The Vice Chancellor of Finance attended the Small Businessmen's Night and expressed his interest in helping to upgrade ghetto economy. Through the efforts of Mr. Tita, Vice Chancellor Montgomery helped arrange for the University to contract two business enterprises. It is quite difficult for any office of the University to award any contracts to black firms because the University maintains a policy whereby contracts should be awarded to firms that can supply the greatest amount of service or products at the lowest cost. A complex economy exists in the ghetto which often prevents the black businessman from making any kind of profit without raising his prices.

There has been a question raised concerning the possible competition among businessmen for consulting services or for any profit gained after consultations. This has not been the case, however, since SCP was founded to help businessmen who are in financial trouble. Any businessman who feels he is not making a substantial profit can call SCP for assistance. Tita stated, "I've never found anyone who was praying for his competitors to go out of business. If a consultant were to help a businessman raise his profits $10,000 per year, then competitors might feel hostility, but profit gains have never been so great."

Since the Student Consultant Project began with a handful to students, several internal administrative changes as well as financial changes have come about. After Small Businessmen's Night, many community organizers became even more interested in SCP. As a result, a Board of Directors, a Board of Directors' Executive Committee, and an Advisory Group were formed to serve as external controls. Despite the community's and University administration's participation, the students themselves have been the most active on a daily basis. During the first year, SCP helped 22 clients on a one-to-one basis and offered a bookkeeping course that accommodated 25 businessmen. During the second year, which officially began September, 197 a total of 30 clients were assisted personally, and 25 more individuals too the Bookkeeping Seminar.

Since its inception, the Project participants have learned that to accomplish the goals put forth at the onset, they must create a more efficient organization with roles explicitly defined, and create sophisticated channels of communication among its constituencies.

The following are excerpts from the Project Report of April, 1971: Task III, Communication, Control, Information Flow and Analysis: A Report on Problem Areas in the Student Consultant Project.

> Communication and control: for the consultant they can mean proper instructions, and supporting services where necessary; for the client they can mean ongoing assistance adjusted to his special needs, and follow-up attention when required; and for the organization they can mean continuity of action and the capacity to measure individual and organizational performance.[1]

The great part of the problem of efficiency in the client-consultant relationship lies in two major areas of the Project: (1) Comprehensive reporting and documenting of the client's needs and progress made by the consultant; and (2) Comprehensive channeling of this information through particular officers of SCP.

> In the absence of direct communication between consultants (which is not always possible or feasible), . . .there are, at a minimum, seven instances in which information has to be received or transmitted by a central source.[2]

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[1] Task III, Communication, Control, Information Flow and Analysis: A Report on Problem Areas in the Student Consultant Project (Pittsburgh, Pa.: April, 1971), p. 3.

[2] Ibid., p. 4.

Therefore, staff functions have been fully defined and new duties have been included in duties of existing offices.

> The processes of sending, receiving, coding, decoding, and filtering information require the efforts of highly dedicated, methodical individuals who recognize the importance of their functions, while appreciating that basically they are merely supportive of a larger purpose.[3]

The improvement of data collection is a major concern of SCP. Comprehensive reporting of client progress, formation of a data bank of resources, and development of specific indicators of effectiveness for self-evaluation are the major thrusts of the data collection effort.

It would be difficult to measure SCP's efficacy in the community, however, by merely calculating a client's profit-making level after utilizing a consultant. The milieu in which a black businessman operates must be taken into consideration. He encounters insurance problems, theft and general economic setbacks in the ghetto. Thus, a student consultant has learned that many institutions have a major responsibility to the ghetto community by formulating supportive policy in their roles as consumers. They have also learned that black organizations must do their part in helping the businessman find financial aid and technical assistance if the organizations cannot do it themselves.

Internal Problems

One of the most important lessons learned in the first years of SCP was that it is absolutely necessary for student consultants to document their activities with individual clients for the purpose of providing continuity, should a consultant leave or a client be referred to other experts. Unfortunately, it is nearly impossible for students who have spent many hours "in the field" to be expected to spend more hours keeping written records of their progress, etc. Thus, it is the hope of consultants to have field work translated into course credit and of faculty to have financial remuneration or time to devote to their efforts. However, some Business School faculty have been quite reluctant in supporting SCP's efforts. The first time curriculum revision was brought up in a faculty meeting, it was opposed by a great majority of the faculty. Unfortunately, this meeting was held quite early in SCP's career. The Chairman of SCP was not invited to attend this meeting, and no faculty member felt strongly enough in favor of the Project to fight for it.

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[3] *Ibid.*, p. 8.

Contact with faculty has been on a primarily *ad hoc* basis; i.e., when student consultants encounter a client with a particular problem, they might approach a faculty member with particular questions. No more than two professors have ever had direct contact with any clients.

The lack of participation on the part of the faculty can be explained in several ways. One explanation is the lack of confidence on the part of some faculty members in the ability of the student consultant to take skills into the ghetto. Some feel that since the Masters' program is only one-year long, most students have not spent enough time acquiring their *own* skills yet. If the program were two-years long, then the student could spend a great deal of his *second* year in the field. One professor observed that many new students rush into the community very early in the year; and consequently, their performance in academic subjects falters.

There appears to be a problem of communication between faculty and students concerning SCP. Many students feel that some professors cannot see field work as being relevant to academic training. The MBA Program emphasizes theory, and students perceive the faculty as believing that applied or practical training should be the task of employers.

A professor who has been active all along feels that students have not gone to individual professors enough with particular problems with clients or with suggested topics for research papers for courses. It was also suggested by this professor that a crucial factor in SCP's progress is the preliminary orientation of new business students as prospective consultants. They must be shown that SCP activity can be integrated into the academic experience on various theoretical levels. For example, the method used to help a businessman's bookkeeping would not be a suitable topic for a graduate accounting course, but perhaps major conditions of ghetto economy might be dealt with in courses in organization or macro economics. One student mentioned that students find it much easier to work on topics which were assigned by a professor. There is a better chance of getting necessary grades if the professor approves and agrees with ideas the student may have. Another professor stated that maybe the relationship with the client would be tainted if the client knew that the student was using him for term paper research.

Problems of communication always seem to pervade any organization -- especially a new one which must prove its legitimacy. A professor who was not particularly in favor of the Project mentioned that he had not heard anything about SCP in quite a while since the Newsletters stopped circulating. Newsletters were published several times in order to keep faculty, students, and community members informed of SCP activities. The Publicity Officer has been neglectful in seeing that information is disseminated. Lack of information may be a primary cause of lack of complete support. A report of progress after self-evaluation might also engender confidence from apathetic faculty.

Remarks and Summary

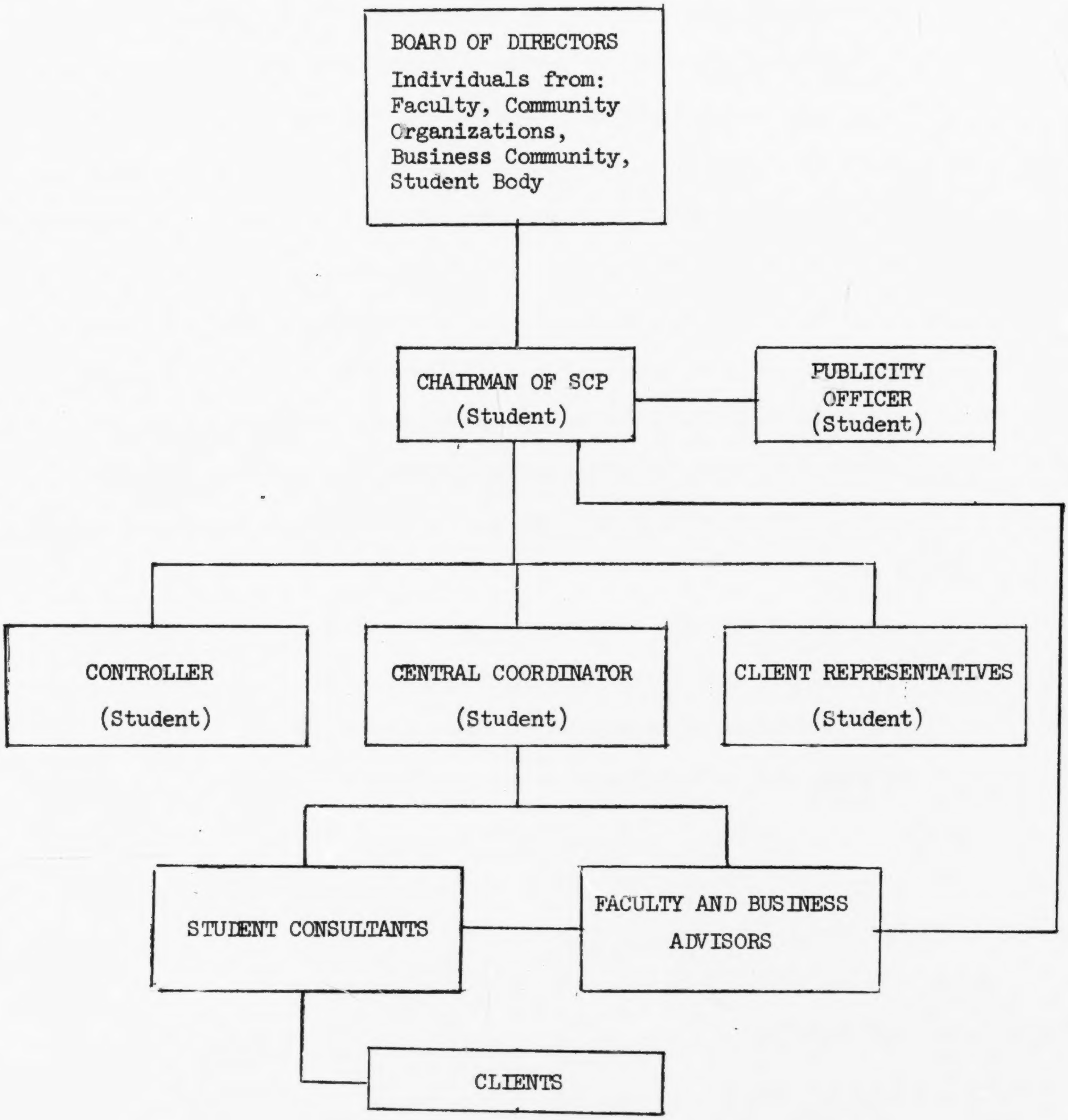
In the two years that it has been in existence, SCP has grown from a loosely organized group of students to a relatively large scale operation bring together students, faculty, University administration, community organizations, and the small ghetto businessman. Through funds from CAP, SCP has begun to achieve its goals by formulating an organizational structure to better accommodate a large enterprise (see attached). This new organizational structure is outlined in the Project Report of April, 1971, Task II, A Manual of Procedures for the Consultant.

Despite the sophistication of structure, student consultants have had some difficulty overcoming the apathy and sometimes opposition from faculty and departmental administration. It was hoped that field experience could be translated into course credit so that field work need not conflict with academic requirements. Some faculty have trouble seeing the value of field work in classical educational terms. Most faculty would be more supportive if the student spent the academic year training and the following summer consulting. This is particularly difficult for highly movtivated students to comprehend; they cannot understand how a professor could not feel that field work is a meaningful educational activity. It is not so much that many faculty do not see the experience as valuable, but rather that they are leery of the student's ability to handle academics and field work. Moreover, they cannot readily see the connection between studying theory and helping a poor businessman with his accounting. There must be increased effort on the part of the Project's members to include faculty in advisory as well as participatory capacities. Information concerning SCP's progress and activities must be more fully disseminated so that misinformation would not be a cause of lack of confidence on the part of the faculty. There are no intern programs at the Business School. Such a practicum would be similar to those already in existence at other professional schools of the University. Since documentation of progress is so important for continuity and efficiency with a client, and since report writing is a chore for consultants who have much to do, it is absolutely essential for students to suggest topics for term papers, etc., which are often not of the traditional type.

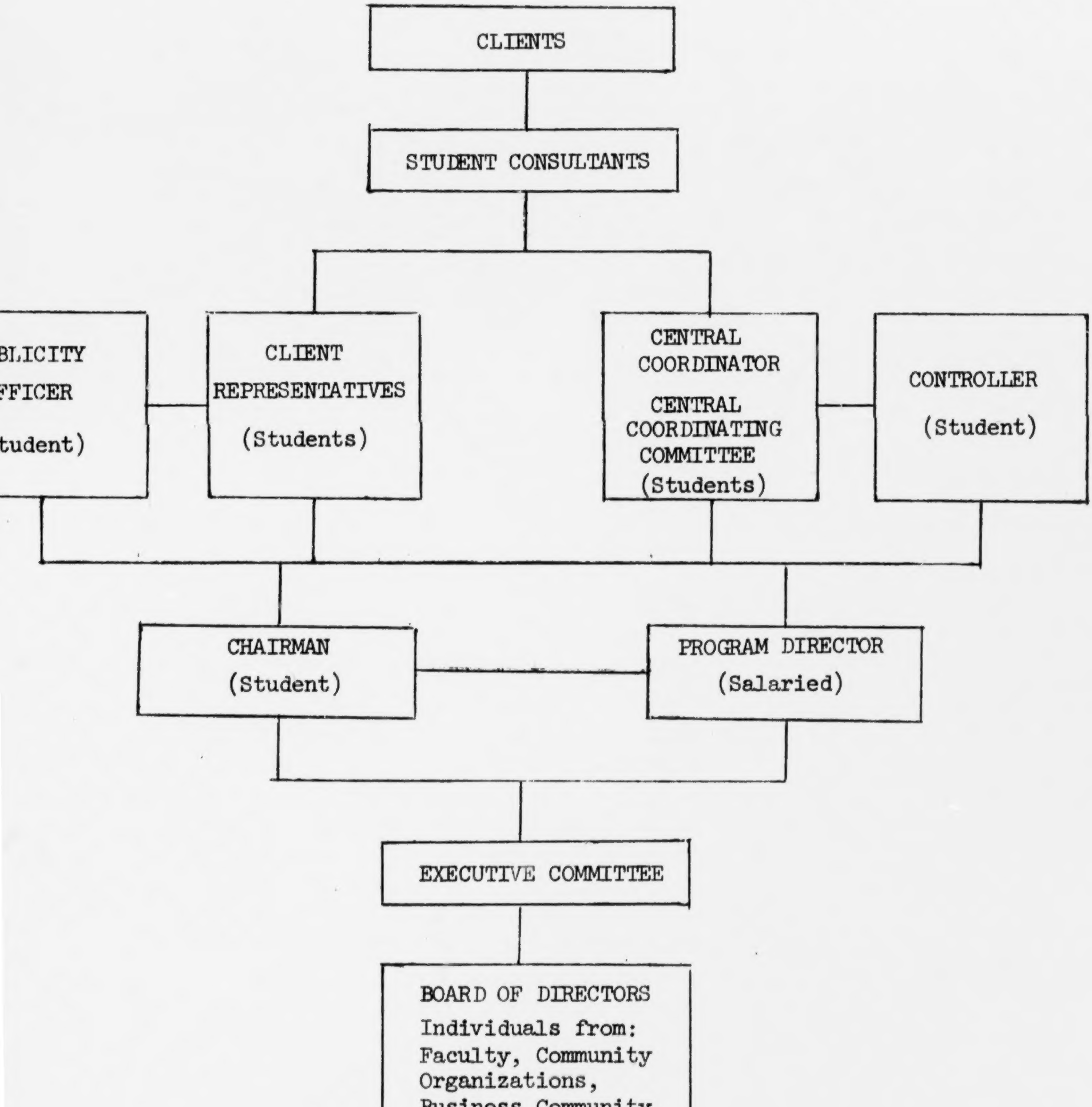
The spirit with which a student consulting project was conceived persists and is widely admired. If technical problems emerge, the participants feel they must be overcome without sacrificing the basic philosophy and intent. Communication, support, and understanding are essential both in the University and community for continued success and possible growth.

SCP is one type of community intervention which has rallied community resources as well as utilizing University resources for community members. The documenting of particular problems encountered in community intervention is essential to building an urban interface.

ORIGINAL STRUCTURE


BOARD OF DIRECTORS
Individuals from: Faculty, Community Organizations, Business Community, Student Body
CHAIRMAN OF SCP (Student)
PUBLICITY OFFICER (Student)
CONTROLLER (Student)
CENTRAL COORDINATOR (Student)
CLIENT REPRESENTATIVES (Student)
STUDENT CONSULTANTS
FACULTY AND BUSINESS ADVISORS
CLIENTS

STRUCTURE OUTLINED IN CAP CHARTER


CLIENTS
STUDENT CONSULTANTS
BLICITY
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tudent)
CLIENT
REPRESENTATIVES
(Students)
CENTRAL
COORDINATOR
CENTRAL
COORDINATING
COMMITTEE
(Students)
CONTROLLER
(Student)
CHAIRMAN
(Student)
PROGRAM DIRECTOR
(Salaried)
EXECUTIVE COMMITTEE
BOARD OF DIRECTORS
Individuals from:
Faculty, Community
Organizations,
Business Community,
Student Body

Above is a chart of the new organizational structured outlined in the Project Report of April, 1971 Task I, Appendix B, and in the CAP Charter.

OPERATION OUTREACH

CLARIFYING ENVIRONMENTS PROGRAM

Introduction

Many believe that the lack of a stimulating educational environment is a factor that both contributes to and tends to perpetuate a condition of poverty for many urban residents. One significant response to the urban poor's need to break out of the poverty cycle is provided by Dr. O. K. Moore's Clarifying Environments Program. Working within the general theoretical framework of human problem solving and social interaction[1], Dr. Moore and his colleagues developed the CEL program at Yale University about ten years ago. Presently, they are working as part of the Learning Research and Development Center (LRDC) at the University of Pittsburgh.

The term "clarifying environment" refers to an educational environment in which children can learn skills to be better prepared to confront the intellectual challenge and to improve their lives in a complex society. Under the direction of Dr. Moore, Clarifying Environment Laboratories have been set up at the University of Pittsburgh as well as in a public school situated in the black ghetto area.

As a program operating directly in the community, CEL is being studied and partly supported by UUIP. Following is an account of CEL's goals, program, its internal structure as well as its relations with community groups, agencies, and organizations.

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[1] O. K. Moore, "The Clarifying Environments Program," in Educational Technology Magazine, 1971.

Goals

The long-range goal of the project is to develop a theory of human problem-solving and social interaction, by constructing new formal systems.[2] The aim is to undertake sociological analyses of the nature of society, considering the future of minority groups in this society. In the analysis, several mathematical, sociological, psychological, and technological tools are used.

The emphasis is on the change of educational environments seen as essential parts to influence the larger social system.

On the operational level, the term "responsive" educational environment is used. Briefly, it can be described as an environment which is conducive to learning at an individual pace and without the usual punishments from the external world. The hypothesis is that children exposed to such an environment will learn skills to better function in a complex society.

The main purpose of the CEL program is to expose children of pre-school age to a "responsive educational environment" designed for their individual needs and abilities. Another purpose, imbedded in the program, is the training of paraprofessional instructors as a means to allow them an opportunity to enter viable professions to improve their situation, to gain access to increased advantages and to recognize the type of training or education which facilitates their progress.

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[2] *Ibid.*

Organization of Clarifying Environments Laboratory (CEL)

Two Clarifying Environments Laboratories are presently in operation in Pittsburgh; one at the elementary school in the ghetto itself (Letsche School), and another at the Social Science Building of the University to which children who have moved from Letsche School are brought. A third laboratory is being set up in an elementary school in a poor white neighborhood, and will be in operation in the fall of 1971, as well as a second one in Letsche School.

CEL has 18 employees, of whom 13 are black. The four positions directly below the Director and Assistant Director are filled by blacks.

Eleven persons are paid by Model Cities, which is the major funding source, and the rest through LRDC at the University (Learning Research and Development Center). The Model Cities employees were all referred to the project by the Hill District community leaders.

In addition to Model Cities and LRDC as funding agencies, CEL receives funds from the Carnegie, Mellon, Scaife, Hillman, and Jack and Jill foundations. The Responsive Environment Foundation, formed by Dr. Moore, has also constituted a financial source for evaluation-research by a graduate student of the University of Pittsburgh.

A total of three students from the University are employed in the project: one is doing an evaluation of certain aspects of the program for her doctoral thesis, and another student for her master's thesis (see page 4). The third student is receiving training to be the supervisor for the new lab scheduled for operation in the fall of 1971.

The work and future reports by the students will prove to be important sources of information for UUIP.

Program

In the words of Dr. Moore, Director of CEL, the program presents "an innovative educational system on the edge of advanced educational technology" applied to the segments of society most in need for it.

Children of pre-school age are brought to Responsive Environment Laboratories, located indoors, outdoors (planned), and in a mobile unit (planned) to learn how to read and write. They are taught by paraprofessiona from the community in which they themselves live.

The innovative technological devices used in the teaching are, among others, the picture phone, "talking typewriter," overhead slide-record projector, outdoor CEL ("electronic woods"), and a mobile lab unit. The last two are not in operation yet.

These devices are categorized into tools, reproducers, responsive devices, and interaction machines.[3] UUIP is interested in the use of these devices and their impact on the program and the children's development of skills.

CEL is innovative also in the sense that it operates between the grass roots of a local community and the top echelons of the city. The program has the support from the local community -- concerned residents, community leaders as well as some prestigious groups and individuals in the political and business sectors of Pittsburgh.

People connected with the local government, the media, industry, business and minority groups have been brought together at regular gatherings. The outgrowth of this has been established contacts between the different groups and echelons, as well as access to the power structure

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[3] For a clear description of the devices, see UUIP Progress Report III, Appendix 14.

-- all necessary for the establishment of new programs in the community and for the facilitation of activities. For the program's successful functioning, the support from both directions have proven to be of primary importance.

The focus of UUIP centers around these very aspects: the interaction between the University and the community, and the reaction to innovative programs of the University implemented through various organizations in the community.

Interaction Between the University and the Community

The University

CEL is connected to the University (1) through its director, Dr. Moore, who is Professor of Social Psychology and also associated with the Philosophy of Science Center, (2) through Learning Research and Development Center with which CEL has been connected and partly funded by for the last five years, and (3) through the three University students attached to the program.

Among CEL personnel, it is felt that LRDC has not been altogether supportive. The communications between the two are not effective and LRDC is moving its priorities to its own programs. Funding has decreased yearly.

One of the Clarifying Environments Laboratories is situated in the Social Science Building of the University. The children are brought there to participate. Community residents, leaders, and other visitors also come there and to the Letsche Lab to view the program. Although two labs are set up in the community and partly funded by Model Cities, one may assume that the CEL program is seen as part of the University, recently engaging itself with programs in the community.

The Community

In January, 1971 a laboratory was put into operation in Letsche School, located in the Hill District, a black ghetto area adjacent to the business district of downtown Pittsburgh. Leaders of the black community -- specifically in the United Black Front -- serve as reporters to the community about CEL and as advisors to CEL personnel. There is constant interaction between the two and the relations are seen as excellent. The black leaders are well-known in the local community and are characterized as grass root leaders. CEL administrators believe that the community residents are supportive of the program. The paraprofessionals working as teachers in the lab are local residents, a status believed to facilitate interaction with the children and their parents.

Community Agencies and Organizations

Dr. Moore approached the Board of Education a few years ago about the CEL program. The Board cited Letsche as the school with the greatest number of economically and socially deprived children. Recently, the Board has conducted its own evaluation of the program as a basis for the construction of a lab in a white neighborhood, and to help improve the activities there.

Model Cities funding has been administered through the Board. It has not yet released money, however, for planned evaluations focusing on the change of their self-perception and on the performance of high school students working in the lab. These evaluations are to be conducted by graduate students of the University of Pittsburgh. As long as money is blocked in the Board, the students receive funds through the Responsive Environment Foundation, formed by Dr. Moore.

Through its research office, the Board is undertaking its own evaluation of the advancement of performance among the children. The project is headed by Dr. Mary Molyneaux, Assistant Superintendent of Public Schools and Head of Curriculum. Regular reports by CEL are sent to the Board.

Model Cities has funded the largest part of CEL from its inception in Pittsburgh. Model Cities personnel are conducting continuous evaluation of the program concerning the allocation of appropriations and the academic performance of the children. Regular reports from CEL are delivered to Model Cities. CEL personnel attend Model Cities meetings and are informed about plans pertaining to education.

Model Cities of Pittsburgh is presently in a political and financial crisis. Therefore, the amount of future funding of it is not determined yet.

Both the School Board's and Model Cities' evaluations are due in the summer of 1971. Dr. Moore sees the evaluations and viewpoints from various organizations as constructive for the operations of CEL, and as a means to disseminate information and innovations.

Industry and Business

As was said before, CEL has extensive contacts with industry and business through Dr. Moore. General Motors engineers have designed a mobile unit of CEL and the AT&T's picture phone is in operation in the CEL program. One short documentary film on the use of the picture phone has been prepared and shown to many groups. An article on CEL's use of the picture phone has been published in the Bell Telephone Magazine.

The picture phones are connected to over 50 large business offices in the Pittsburgh area. Contacts with the media have produced a few films about CEL in operation. They have been shown on TV Channels 2 and 4. Three documentary films showing the development of the whole project are being prepared. Other essential connections with influential groups in the city have facilitated support from Hillman, Mellon, Carnegie, and Scaife foundations, as was mentioned earlier. The Jack and Jill Foundation, of which board Dr. Moore is a member, has also supported CEL. Jack and Jill is said to represent the black establishment, and thus presents still another interest group.

Summary

The long-range goal of the Clarifying Environments Laboratories (CEL) Project is to develop a theory of human problem-solving and social interaction. The focus is on the improvement of educational environment of minority groups as a means for them to have better access to the opportunities and advantages that society offers and to improve their lives. A "responsive" educational environment is to be conducive to learning at an individual pace and without the usual punishments from the external world.

Presently in Pittsburgh, one Clarifying Environments Laboratory is in operation in the black ghetto area, and another in the Social Science Building of the University. A third lab will be in operation in a poor white neighborhood in the fall of 1971.

CEL has a total of 18 employees, of whom 13 are black. Most are paid by Model Cities, which is the major funding source. The Learning Research and Development Center of the University is the financial source for the University-attached employees. Three of these are graduate students. CEL also receives funding from private sources.

Children of pre-school age are brought to the laboratories where they are taught by paraprofessionals from their own community how to read and write. They are aided by innovative technological devices, such as the picture phone, "talking typewriter," and overhead slide-record projector.

CEL is headed by a University professor, partly funded by LRDC, and part of it is situated in the University. One can assume that the project is perceived as part of the University.

A community project, CEL has numerous connections with various agencies and groups throughout the Pittsburgh community.

Leaders of the black community -- especially in the United Black Front -- serve as reporters to the community about CEL and as advisors to CEL personnel. Community residents work as instructors at the labs. CEL administrators believe the project has the support of the local black community in which it operates.

The Board of Education was contacted at the preliminary phase of the project and has administered the funds coming from Model Cities. It has conducted evaluations of the project to plan the construction of a lab in a white neighborhood. The Board receives regular reports from CEL.

Model Cities has been the major funding source for CEL in Pittsburgh. Model Cities personnel are conducting continuous evaluations of the project and obtains regular reports from CEL. Model Cities future funding of CEL is uncertain because of its present political and financial crisis.

CEL is also supported by Hillman, Mellon, Carnegie, Scaife, and Jack and Jill foundations -- the latter representing the black establishment.

Aside from financial support by large foundations, CEL has gained access to the local power structure through the support from many professional groups and individuals in the political and business sectors of Pittsburgh. CEL is innovative in the sense that it is backed by the grass root community leaders as well as from the top echelons of the city, and strives to operate between these two levels.

The contacts with business and industry often center around CEL equipment. The dissemination of information about the program has been facilitated through contacts with TV stations and picture phone connections with business offices in Pittsburgh.

* *

UUIP now has a blueprint mapping of the interrelations between the University, CEL, and the community -- residents, agencies, as well as business. Our data would suggest that the relations with the local black community and with business have developed well. However, difficulties seem to have arisen with and between the community agencies and with LRDC. Funding from private sources seems to have presented the least problems in terms of slow downs, conflicts and bureaucratic flaws. Further study of the emerged relations is necessary, however, in order to complete an elaborate analysis of the interaction processes, and of the interorganizational relationships.

CAMPUS DEVELOPMENT

Introduction

The following is a descriptive analysis of the University of Pittsburgh's experiences with campus development planning during the last year.

Some of the conclusions presented might be considered tentative or preliminary, in part, because the campus development process is ongoing and also because the data on which this analysis is based were generated through (a) contact with a small number of staff members, and (b) observation of a selected segment of the campus development process.

It should be understood that the primary mission of any university is teaching and research and that allocation of the limited resources to specific goals are probably assigned in that order. This should not be interpreted as the University's neglect of or disregard for its community service role and hence its immediate neighbors, but probably is indicative of the University's traditional and historical role and of the complexity of its constituency.

Several major issues emerge in the course of this preliminary analysis:

(1) Is campus development necessary? A clear statement of objectives and justification or rationale based on a deliberate decision-making process with inputs from many sources appears necessary.

(2) Did the University make long-range plans and/or were the plans revealed to the public? The process of formulation of plans and communication of these to both internal and external publics must perforce include both adequate articulation and understanding.

(3) Is the University sensitive to problems of resident relocation? An index of institutional concern ranging from positive concern, through

indifference, to negative attitude toward the community should be established with adequate criteria to document effective collaborative planning.

(4) Has the University planned for multi-use buildings? Multipurpose planning can be more costly and raise issues both positive and negative regarding scheduling, safety, competition, access, etc.

(5) Has the University made an effort to reconcile differences with the community? Description and dissemination of collaborative planning methodology and practice should be considered.

In addition to these variables, others will arise and be documented in future study.

Analysis

For many reasons campus development is selected as a priority research area because the University understands that expansion of the campus has a significant impact on University neighbors. The original UUIP proposal also discusses aspects of University cognizance regarding its leadership responsibilities in providing some services to residents and businesses in the impact area.[1] Furthermore, it is implicit that the University is aware of its extensive and pervasive influence on the larger Oakland and Pittsburgh area. Research tasks that are itemized in the proposal would, when completed, define more precisely the University's impact. Finally, the proposal suggests that the University is concerned about the consequences of its development activities. In essence, the proposal expresses the University's concern for and desire to minimize the deleterious aspects of its community impact. Thus, the UUIP proposal is based, in part, on prior commitments made by University administrators. However, our observations of the implementation of campus development suggests that there was no adequately articulated, and widely understood policy which took into account the interests of the community as well as the University. And a significant consequence has been the loss of initiative thus causing the University to be put on the defensive and forcing it to react and adjust to community criticism and actions.

At times the University's community relations and expansion program has appeared to be moving the University in the direction of a head-on confrontation with its neighbors. Community antagonisms associated with campus expansion are not unique to Pittsburgh--they have become a common concern of most urban universities. Thus, there are a number of issues common to the expansion of the physical plant of most urban universities. The format for this discussion is a descriptive analysis of Pitt's campus development and the attendant issues. The commonality of the issues is suggested by the Cox Commission Report issued following the 1968 disturbance at Columbia University.[2] We mention the Cox Report only because some of the criticism leveled at Columbia University is analogous to some of the community's criticism of campus development at the University of Pittsburgh. We wish to make clear that in making occasional comparisons between Columbia University in 1968 and the University of Pittsburgh in 1970-71, our aim is only to demonstrate that the problems associated with the expansion of an urban university's physical plant are generic and not limited to the University of Pittsburgh.

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[1] Office of the Vice Chancellor for Program Development and Public Affairs, "Proposal for Continuation of a University-Urban Interface Program-December, 1969," (Pittsburgh, Pa.: University of Pittsburgh, December, 1969), p. 24.

Issue #1: Is Campus Development Necessary? -- Both Columbia and the University of Pittsburgh have been criticized for unnecessary expansion of University facilities. While past construction at Pitt has generated some controversy, e.g., the anger of some Schenley Farms residents at the construction of the Chemistry Building, for the first time citizens have organized to challenge with some effectiveness, Pitt's plans for the development of the Forbes Field area and the construction of a dormitory on the hillside adjacent to the stadium. It is important to understand that the "challenge from the community" is a phenomenon born out of the 1960's concern for participatory democracy whereby everyone may more easily feel he must be heard, coupled with the international challenge of the general status and traditional and historic role of the University. Indeed, in today's political climate especially public universities must be concerned with collaborative planning that reflects needs of both local and scattered constituencies.

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[2] Crisis at Columbia, (New York, New York: Random House, 1968).

The citizens' group--People's Oakland--has been able to involve the City, through the City Planning Department and the Planning Commission, in their attempt at blocking, or modifying the implementation of Pitt's Master Plan. As a result, the University has agreed to scrap its plan for a high-rise dorm and has postponed at least three times the demolition of Forbes Field and the subsequent planned construction in the area. Thus, if the standard for measuring the success of Pitt's policy-program planning is the acceptance by a concerned citizens' group of its plans for facilities construction and the subsequent implementation of those plans, then Pitt has performed poorly. Furthermore, our research suggests that other Oakland residents not active in People's Oakland may also be fearful of the Pitt "octopus"[3] and apprehensive over University property acquisition, people "pollution" and traffic congestion. It is clear that many segments of the community have not been persuaded that further campus development is necessary. It is equally clear that the University has on many occasions used a number of communications devices and techniques to explain to the community both the rationale for and specific details of its development plans.

For example, numerous press releases and public statements have been issued, formal and informal meetings have been held with many representatives of the community, and Pitt students were involved in the planning of the proposed Hillside Dormitory. It is possible, of course, that the University's attempts to communicate with the community have been inadequate. Our research to date is too preliminary for us to assess the adequacy of the University's public communications, but we do not doubt the sincerity of the University in its efforts to communicate with the public. And while this preliminary stage of our research has not permitted us to assess the motives or integrity of the citizens in opposition to both the dormitory and Forbes area construction, we are aware of the problems involved in communicating with angry citizens opposing with ideological fervor the further development of a University campus. The next phase of our study should permit us to evaluate these factors. It should be noted, however, that a plan suggesting a mechanism for incorporating community needs and desires in the University planning process was prepared during the summer of 1970. This proposal reaffirms the understanding that the University does have some obligation to act in accord with community interests.[4] It should be noted, however, that the proposal's author recommended that the initiative for implementing such a plan should come from the community, so that the University would not appear to be maneuvering to co-opt the community. The heterogeneity of community opinion delays such initiative.

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[3] The Wrecking Ball. This January 1, 1971 broadside by People's Oakland describes Pitt's Forbes area expansion plans in a way that one might describe an "octopus." This tract makes clear their position that Pitt is exploitive of the Oakland community. The term "octopus" was earlier applied to Pitt in an Oakland News editorial (November 19, 1970).

Our research does suggest that verbal reassurance by Pitt as to the limits of campus expansion may suffer a credibility gap. The community has been able to detect some discrepancies between University words and deeds.

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[4] Louis A. Tronzo, "A Proposal to Meet the University-Community Challenge," (Pittsburgh, Pennsylvania: University of Pittsburgh, July 1, 1970).

For example, in a public meeting, University representatives said that the University did not own the Oakwood Apartments; and less than 24 hours later, another part of the University was notifying Oakwood Apartments residents of its acquisition by Pitt. While our study suggests that may be an atypical breakdown in internal communication and coordination and to have occurred by inadvertance, the community does not interpret it as such. The community tends to interpret this as evidence of University subterfuge.

One of the maxims of organizational theory suggests that good relations with the community, particularly concerning the University's expansion, are to a large extent dependent on an effective University internal communication system. The channels of information should be open and relations between the offices cooperative. In addition, the functions of each office (department) should be clearly defined and activities coordinated. Our study suggests that the University should weigh carefully the community's interest in its expansion policy and activities. For example, both investment property acquisition and the location of construction of new facilities are inextricably related to the University's community services and relations programs.

Issue #2: Did the University Make Long-Range Plans and/or Were the Plans Revealed to the Public? -- Issues one and two are very much interrelated. Pitt has a well-developed Master Plan complete with an architect's scale model, and attempts were made to present the plan to the community. Although residents in the vicinity of both Forbes Field and the Hillside Dorm contend they were not fully advised, our research shows that the University has made presentations of its expansion plans to the public news media, the Oakland Chamber of Commerce, and other civic, legislative, alumni, and student groups. Yet our study suggests that Pitt's activities may reflect political naivete. We say this because the current political climate seems to require, at the very least, a symbolic appearance of citizen participation in institutional planning. In fact, community participation in institutional planning is now the major point of contention between the community and the University. Pitt only recently made overtures in this direction. The Voelker-Vargus Report of April, 1970[5] recommended the immediate establishment of community representation on the University Planning Committee, and three months later, Tronzo submitted his Proposal to Meet the University-Community Challenge in which he reviewed the responses several other universities had made to community challenges and recommended the establishment of a non-profit corporation at the University of Pittsburgh that would serve to assimilate and then implement community inputs into the University planning process. These reports were placed in the appropriate University channels. To date, no apparent positive action has been taken on the recommendations. Certainly citizen participation can be a mixed blessing, but we also know that it can create popular acceptance for a plan and thus avoid drawn-out conflict with the community.[6]

During the time when most of today's expansion was planned, no office was concerned with the community relations aspect of expansion. The Department of Physical Plant may not have considered it necessary or even part of its responsibility to send out complete information about its plans. At least the political climate did not require full dissemination of

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[5] Richard Voelker and Brian Vargus, "Preliminary Report on the South Oakland Expansion Area," (Pittsburgh, Pennsylvania: University of Pittsburgh, Department of Sociology, April, 1970).

[6] James Q. Wilson, "Planning and Politics: Citizen Participation in Urban Renewal," in James Q. Wilson (ed.), Urban Renewal: The Record and the Controversy, (Cambridge, Mass.: MIT Press, 1966), pp. 407-421.

University plans. However, in response to a series of small adverse reactions by community neighbors, a staff person in Governmental Relations was appointed in June, 1970 to work specifically with the Oakland community. But during the past year, because of an apparent lack of adequate role definition, there was uncertainty about which offices should be involved in representing the University in dealing with different community groups. For example, within Program Development and Public Affairs, there was confusion last winter about the initiative (or role) expected or exercised by the Office of Urban Community Services (OUCS), the Office of Governmental Relations, and the Office of News and Publications. This was ameliorated by the Vice Chancellor's clarification of the scope responsibilities for each office and instituting periodic meetings with the three directors to delineate what each of these offices were and should be doing. Frequently, these sessions also included one or more representatives from the Physical Plant Division.

Nevertheless, a situation emerged where the University had no one voice in the community. This lack of coordination resulted, among other things, in the Oakwood Apartments incident. And at this writing, the conduct of campus development has been conducted almost exclusively by the Vice Chancellor for Finance and his staff; during the winter and spring, the Office of Governmental Relations has been effectively excluded from operations concerning campus expansion. However, the situation now may be entering a period of flux; in the last few weeks, we have been able to discern increased involvement by community relations experts within the Office of Governmental Relations, as well as representatives of OUCS. The present reorganization of the University may bring further changes.

Another case involved confusion about authority in connection with the Falk School issue. At one meeting, community members presented a University representative with a list of questions on expansion; he subsequently returned with general answers, but did not have the authority to respond to the individual questions and bargain--this made the University appear intransigent. This incident also involved uncertainties about the relative roles of OUCS or the Office of Governmental Relations in representing the University to those concerned with the Falk School matter. Not long after this, People's Oakland was formed. We are not suggesting that the uncertainties about who should represent the University in any way "caused" the formation of People's Oakland. Rather, the formation of People's Oakland caused the University to formulate a response and to decide which of its parts should have the appropriate responsibility.

A third case of role confusion among University spokesmen occurred in connection with a recent television interview. The television reporter and his camera crew were kept waiting while representatives of several University offices argued about who should be the University spokesman before the cameras. The uncertainty was compounded by a continuation of the argument in the presence of the reporter, and the presentation that resulted was off-the-cuff and unplanned.

To sum: These cases suggest that ineffective University-community relations is related to ineffective internal communication and allocation of responsibilities. At times, senior officers have acted without consulting or in disregard of lower administrators whose activities are affected by their decisions. It is, of course, their prerogative to do so, but our research suggests that the conduct of campus expansion activities may best be conducted as a team effort with close coordination between the many University parts concerned with community relations. At other times, problems have resulted because of inadvertance, a failure to communicate, and a failure to effectively coordinate related activities conducted by representatives of two Vice Chancellors.

Issue #3: Is the University Sensitive to Problems of Resident Relocation? -- Columbia University was perceived, by the community, as indifferent to the problems of resident relocation, and tenants in the expansion area reported that they were given no assistance in relocation. By implication, People's Oakland has leveled the same charge against Pitt. To date, community concern has been directed at the design and location of University buildings. However, our observations show that Pitt, other than proposing nominal financial assistance, has not formulated a relocation plan. In October of 1970, Louis Tronzo, Office of Governmental Relations, placed in the appropriate University channels a plan for the establishment of a relocation center in the Forbes Field area.[7] Other than preliminary discussions with GSA about state participation in the funding of the office, our chronicling of events has not disclosed additional University activity in this area.

The establishment of a relocation center requires Pitt's serious deliberation. Census data suggest that Oakland, in general, and the Forbes Field expansion area, in particular, is a predominantly ethnic and working-class community. Our aggregate data collection and analysis activities show that males in the expansion area (census tract 4Fa) tend to be employed as laborers, operatives, and craftsmen; family incomes and the median educational level tend to be below average; and the majority of expansion area residents rent their homes or apartments. The Voelker-Vargus Report[8] discussed the potential impact of forced relocation on an ethnic-working-class population. The evidence they present suggests that forced relocation of ethnic-working-class citizens often results in psychological suffering--periods of grieving for the old neighborhood have lasted as long as two years. Many people fail to understand that working-class ethnics' satisfaction with their home and neighborhood is a result of both the physical and spatial stability of their environment, and more importantly, a consequence of their social interaction patterns with family and friends who live in their immediate neighborhood. When persons in the Forbes area are moved, the social "costs" may possibly be minimized if they are relocated in an area containing residents of similar socio-economic status and like position in the life cycle. Ideally, this would also involve moving as many Forbes area residents as possible en mass to a single "new" location.

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[7] Louis A. Tronzo, "Proposed Relocation Service," (Pittsburgh, Pennsylvania: University of Pittsburgh, October 23, 1970).

[8] Voelker and Vargus, op. cit.

A relocation office staffed, e.g. with social workers, and working in close cooperation with realtors can reduce these social and psychological "costs" to affected individuals. Hence, a policy or plan of assistance for those who must relocate should probably entail more than the mover's fees. In addition to the social consequences, relocatees usually have to bear the burden of higher rent, home owners may have higher interest rates to finance, and employed family members may have extra expenses due to changes in arrangements for transportation to and from work, and perhaps the move may even necessitate a job change. The question of a relocation center may, however, be premature because People's Oakland and the City have not formally agreed to the necessity for additional expansion.

In the most recent series of tripartite negotiations, the University is represented by the Vice Chancellor for Finance or his Director of the Office of Physical Plant. The University's role is almost exclusively that of a reporter of University campus expansion policies and plans. There is almost no attempt at bargaining or negotiating. As a result, some participants doubt the University's sincerity in undertaking collaborative planning. It has been suggested that it is only the City's potential political clout over the University that brings about the semblance of negotiation, although the Director of City Planning has publicly stated to the community that the University has willingly incorporated more citizen input into its campus development design that he had originally anticipated. However, by implication he has indicated that the community may not be able to resist either the Forbes area or hillside expansion scheduled for presently-owned University property. It should be noted, however, that some University administrators are skeptical of the representativeness of People's Oakland and fear that any agreement reached with this *ad hoc*, self-appointed group will be transitory --lasting only until another body of citizens rises in opposition to a University program.

Issue #4: Has the University Planned for Multi-Use Buildings? -- Columbia was criticized for failing to plan for multi-purpose buildings--buildings designed for joint university-community use. People's Oakland has made the same charge against Pitt; and in their alternative design to the planned Forbes Field construction, they present a multi-use structure. This alternative design includes a mixture of academic facilities, commercial shops, and housing for non-student Oakland citizens. Recently, the University, in the tripartite meetings, has rejected the multi-use concept. In an earlier Forbes area design, commercial space had been included, but eliminated from subsequent plans because of strong objections by Oakland business interests. Additional costs also were considered.

The potential gains and losses involved in multi-use buildings is, frankly, a researchable question. Building costs, maintenance, safety, scheduling and priorities are only some of the issues raised. Sketchy evidence from Temple University indicates there may be problems in maintaining order and the personal safety of University residents and employees. And at Pitt, there is some evidence to suggest a policy opposing multi-use buildings should be adopted. For example, the public accessibility to the Towers has resulted in problems of theft and vandalism; and several months ago, a public social affair held in Stephen Foster Memorial resulted in several hundred dollars damage. Of course, policy makers must consider community demands for multi-use buildings should they be strongly expressed. If public opinion calls for multi-purpose structures, then the characterisics and life style of the potential user must be considered in facility design. Clearly, middle-class people have different needs from the working class. And the same is true of people at different points in the life cycle. For example, it seems clear that middle-class women might require space for meetings (e.g., League of Women Voters), but working-class women probably would not make much use of meeting rooms. Accordingly, retired couples do not have the same life styles and needs as the newly-married. What we are suggesting is that a precise picture is needed of the University's neighbors --and their probable stability--in the Forbes area before multi-purpose buildings are designed. Such a mapping might facilitate collaborative planning.

In a more systematic approach to campus development planning, the University might seek greater input from the wealth of faculty expertise. In-house experts should be available to advise on, e.g., building design and use, social relations, and ecological consequences of alternative facilities design. Perhaps an advisory committee comprised of faculty experts might aid the University administration in developing a more viable campus development policy and program of activities. In fact, the Voelker-Vargus study recommended tapping faculty community relations expertise.

Issue #5: Has the University Made an Effort to Reconcile Differences with the Community? -- Columbia University was charged with failing to make a serious effort to cooperate with community leaders in reconciling differences. Comparable charges have been leveled against Pitt by People's Oakland, SOCC, and other non-institutional community groups. Again, this reflects the change in the political climate of the last few years, but it is something that Pitt has had to contend with and consider in formulating its "community policy."

Our research indicates that the University is divided over the question of recognition of ad hoc or "consumer" type community groups as valid representatives of the Oakland community. The University's community relations specialists and the Director of City Planning agree that self-declared community representatives should be accepted as valid community representatives. Moreover, some of these same University specialists as well as the President of the Hogg Foundation have expressed their belief that institutions, e.g., Pitt, must increasingly incorporate regard for the community consequences of their actions, and hence, must accept the possibility of having to compromise on their programs and goals.[9]

Clearly, Oakland does not speak with a single voice, and it is evident also that spokesmen for community groups do not have a firmly-conceived plan for an alternative role for the University. People's Oakland is composed primarily of middle-class intellectual types--college students, professors, architects, physicians--and a sprinkling of neighborhood residents. It is reported, however, that People's Oakland has collected a petition containing the names of several hundred Oakland residents who support their efforts to stop or modify University expansion plans.

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[9] Conversation with Dr. Wayne Holtzman, President, Hogg Foundation, and Professor of Psychology, University of Texas.

As a result of the organization of People's Oakland and their subsequent efforts to thwart the University's implementation of its expansion program, the University has been forced to engage in an extended series of negotiations with the City and the community. A direct effect of these negotiations has been a series of moratoriums on campus expansion which has or will cost the University several hundred thousand dollars. In addition, the community, or some part of it, is being mobilized in opposition to the University. And further, we have found that Model Cities will not fund new University projects until the dorm question is settled.[10]

The University--or at least parts of it--recognize the potential political and economic consequences of the problem. For example, Louis Tronzo in his proposal for a University-Community Corporation or consortium[11] attempted to direct the University toward the establishment of a developed community policy.

Certainly, a University-Community Corporation may not provide ultimate resolution of issues in University campus development,but our research suggests that the present controversy may bring about some form of change in the conduct of relations with the Oakland community. Perhaps never before has the University been faced with such organized opposition to its development plans. And now People's Oakland is pushing for the establishment of a charrette as a mechanism for resolving the expansion controversy. This has probably been suggested because of the inevitable demolition of Forbes Field, but nevertheless, the University must now decide how it will respond to this proposal.

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[10] Conversation with Professor Brian Vargus, May 7, 1971.

[11] Louis A. Tronzo, "A Proposal to Meet the University-Community Challenge," (Pittsburgh, Pennsylvania: University of Pittsburgh, July 1, 1970). Also see Lloyd Bell Memorandum to Vice Chancellor Montgomery of December 23, 1970, which endorses formation of a consortium similar to that proposed earlier.

Charrette Planning is a recent technique for resolving institutional-community conflicts. City planners, with encouragement from HEW, have successfully used the charrette mechanism in resolving citizen disputes over public use of neighborhood school facilities. Typically, a charrette means the establishment of an extended and continuous planning session between citizen and institutional representatives, each with an "equal vote" or with citizens having a weighted vote. Public officials, usually city planners, serve as mediators.

Our research indicates that although charrette planning may be successful in resolving disputes between neighborhood schools and residents of the neighborhood, an urban university is not an institution comparable to a neighborhood school. For example, an elementary or secondary school is designed to serve a local, well-defined constituency, whereas a state-related urban university must be responsive to a less well-defined constituency that is more heterogeneous and geographically scattered. An institution of higher education such as Pitt is in Oakland, but not necessarily of Oakland. The non-University public residing in or operating businesses in adjacent areas are only one of that University's publics. It is true, however, that the sketchy evidence uncovered by our study suggests that a charrette may be useful in settling a campus expansion question to the satisfaction of both community and University on certain issues.

A charrette was used at Shaw University, Raleigh, North Carolina to resolve a dispute over the placement of an expressway, and Shaw officials involved with the charrette give their complete support for the technique on this type of project. On the other hand, Temple University administrators have mixed feelings about the process. Temple experienced expansion problems in some ways similar to those Pitt is now experiencing. While the Charrette resulted in a cooling-off period the University feels was valuable, the same administrators believe the process potentially threatening to the University mainly because the University has little control over the conduct of the charrette and its resultant decisions. So at Temple, the charrette worked to the advantage of both community and University, but the University would be hesitant to enter into the process again--they feel "luck" had something to do with the successful outcome.

Recent Developments[12]

On July 28 in a public meeting with community representatives and City Planning, the Vice Chancellor for Finance announced that earlier in the day the University, in a joint planning session with representatives of City Planning and People's Oakland, agreed to (a) scrap the Master Plan for development of the Forbes Field area, (b) to restrict expansion to the Phase I area, and (c) to jointly plan with the community future development of the campus including the Phase I area. The joint planning process will include questions of building use, design, and location, and applies to the University proper as well as the Health Center. It should be noted that the joint planning agreement incorporates many of the community's demands for participation in University planning and that the abandonment of the Forbes area design will and has cost the University well in excess of $1 million. Internally, the implementation of the joint planning process will involve a wide representation of University offices; preliminary plans for University representation at the planning sessions call for representatives from the Offices of Physical Plant, Institutional Research, OUCS, and Governmental Relations.

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[12] Pitt Press Release. Pitt, Oakland Representatives Reach Agreement on Proposals for Forbes Area Development, July 23, 1971.

A Note on Method and Research Tasks

The above analysis is based largely on qualitative research. The data were generated through: (a) conversations (interviews) with various University staff members, (b) attendance at internal University meetings where campus expansion was discussed, (c) perusal of University documents, (d) attendance at City Planning Commission meetings, and (e) attendance at the recent series of City-Community-University meetings. And, where appropriate, we have incorporated our evaluation of secondary data on Oakland and the experiences of other universities. With the exception of the tripartite meetings, we have had no contacts with the Oakland community. Our intent has been the accomplishment of unobtrusive research.

The following list of campus expansion research tasks was proposed in the Proposal for Continuation of a University-Urban Interface Program. It does not include mention of the "concurrent evaluation" interviews we have been conducting since September of 1970.

CAMPUS EXPANSION RESEARCH:

WHAT HAS BEEN DONE, IS BEING DONE, AND PROPOSED TO DO*

June, 1971

Task I

A. Define Neighbors

   1. Census data has been collected; Vargus Report; conversations with Tronzo (Completed)

   2. Survey of expansion area (Proposed)

B. Experiences of other universities

   1. Visits (Partially complete)

   2. Library and written documents (Ongoing)

Task II

A. Neighborhood Survey of Expansion Area (Proposed)

B. Interviews with Pittsburgh Leaders and Selected Citizens (Propose

C. Identifying Affected Properties

   1. Vargus Report, mapping, census data, Planning Commission data (Completed)

D. Impact on Contiguous Areas

   1. Survey (Proposed)

   2. Data Bank - community and University resources (Proposed)

   3. Relocation Center (Proposed)

Task III

A. Who and What Needs

   1. Surveys and interviews (Proposed)

B. What have other universities done?

   1. Library research (Ongoing)

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*All tasks were specified in the Proposal for Continuation of a University-Urban Interface Program - December, 1969.

Task III (continued)

    2. Visits (Partially completed)

  C. What can the University and other agencies provide?

    1. Data Bank (Proposed)

Task IV

  A. Research Requirements on Future Expansion

  (This would be answered by (a) completion of Tasks I-III and (b) by examination of internal University policies and decision-making.)

Summary

Since the Winter of 1970, the University has been engaged in a series of bi-monthly meetings with representatives of the Oakland community and the Department of City Planning in an attempt to find a mutually acceptable solution to community objections to campus development.

While sincere in its concern for minimizing the deleterious aspects of the University's community impact, the administration has been slow to adjust to a changing political culture that now demands community input into institutional affairs. As a result, the community has seized the initiative and the University has been put on the defensive.

Thus, the community has made the University appear intransigent and insensitive to community wants and needs even though the University has made a sincere effort to reconcile its differences with the community. It should be noted, however, that our research suggests that ineffective University-community relations is often related to ineffective internal communication and allocation of responsibilities as well as the failure to adjust and respond to changes in the political environment.

In a recent development, the University has agreed to severely curtail the geographical expansion of its physical plant and to use a joint planning process with the community to decide questions of building use, design, and location of future expansion.

COMMUNICATIONS

Overview

This is a report of the preliminary thinking and seven months of empirical research about the process of communication in a major urban university. The focus of the research is on the information content and image projection of messages about the University; on the channels of communication through which these messages flow both internally and externally; and on the constituencies or publics with which the University interacts.

Several specific research projects have been initiated by the research staff to begin to clarify the communication process and to sharpen the focus of research for Phase III and IV of the project. These research projects are reported on in this portion of the research report, which is organized as follows:

A. Introduction (Page 99)
    The Research Problem
    A Model of the Communications Process
B. Content Analysis (Page 106)
    Two Major Daily Newspapers
    University Student Paper
    Faculty-Staff Paper
    University News Releases, Memos, and Official Papers
    Summary of Preliminary Results

C. Surveys (Page 110)

  Student Panel Survey

  Alumni Survey

  Faculty and Administration Survey

  Summary of Preliminary Results

D. Interviews (Page 116)

  Key Administrators for Urban Interface

  The Interviews and the Institution-Building Model

E. Summary of Communications Report (Page 122)

F. Completed, On-Going and Proposed Tasks (Page 125)

  Charts: Outline of Research Activities (Overleaf)

    The Communications Model (Page 104)

All interpretations offered should be considered as tentative and subject to revision and expansion in the later phases of this project.

COMMUNICATION PROJECT

Outline of Research Activities

The Message and the Receiver

Information about recipient of message	Recipient of message	Information about message
Source of data:	Internal & External publics	Source of data:
Surveys and Interviews	Internal	Content analysis and interviews
Student Questionnaire (Complete)	Students	Pitt News (Complete) Magic Bus (Incomplete)
Governance Study (Carroll) (Ongoing)	Faculty	University Times (Complete) News & Publications News Releases (Incomplete)
Interviews with UUIP personnel (Ongoing)	Administrators	
	External	
Alumni Questionnaire (Complete)	Alumni	Alumni Times (Incomplete)
Arts & Sciences Questionnaire (Complete)		
Goals Questionnaire (Complete)	Community Leaders	Public media - Press and Post-Gazette (Complete)
Interview and survey (Incomplete)	Other publics	Public media (Complete)

Introduction

The demands on the contemporary university in the United States are enormous and variegated. In addition to its institutionalized functions of teaching and research, the university is expected to perform public service both in terms of increasing its enrollment to accommodate a far greater proportion of the population and also of putting its accumulated knowledge directly to work on the solution of proliferating social problems, particularly urban problems.

Although the university is sensitive to the pressures of the citizenry and willing to expand its activities, its resources are limited. It, therefore, becomes a critical problem for the university to define its particular responsibilities and obligations, both toward its internal constituencies (students, faculty, administration) and its external publics at the local and national level. For this goal to be realized, it is essential that good and open communications be established between the university and the various groups with which it must interact. Communications, therefore, became a major focus of the research at the University of Pittsburgh, a large established urban institution facing the typical situational exigencies and problems of other urban universities across the nation.

The Research Problem

Communication is an extremely complex process which may assume many forms. It is of primary importance to recognize that communication is a two-way flow and that, with reference to the university, it takes place both internally among personnel and also across the boundaries between the university as a corporate entity and its various publics.

Communication is achieved not only through formal media, such as the printed word, radio, television, and formal speeches, but also informally through casual conversation, grapevine, rumor, and simple observation. In addition, there is more to communication than the sending and receiving of "messages." It is a matter not only of information given and received, but also of the perceptions that form as this information is interpreted.

With a subject matter so broad and complex, the research problem quickly became one of focus: how to study and understand communications and their impact in some sort of manageable way. The communication research proper, as discussed in this section of the report, has been oriented to the particular concerns delineated below. It should be emphasized, however, that the study of other forms and modes of communication occurs as an essential ingredient in the other priority areas of the research.

The focus adopted here became the formal channels by which information about the University was relayed to constituents and publics with specific concentration on the local press and the publications of the University. We wanted to examine both the content of the information which was being distributed and the apparent impact on those who had access to the various publications.

The general approach, outlined in the original proposal to the Office of Education,[1] should provide both some measure of the effectiveness of University communication as well as some very useful information on public opinion as it pertains to the University and its legitimate responsibilities. If the University is to provide services to the community, and exist within that embedding environment, it must be able both to reach relevant groups and provide them with appropriate information and also understand more about the sources and nature of perceptions of its institutional functions. Aspects of the Pittsburgh situation can be generalized to other urban universities who share similar needs.

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[1] Office of the Vice Chancellor for Program Development and Public Affairs, Proposal for Continuation of a University-Urban Interface Program, December, 1969, (Pittsburgh, Pa.: University of Pittsburgh, December, 1969).

Thus, in the first eight months of the project, the emphasis was on defining and tracing the channels of communication which were being employed, beginning with the formal channels. Attempts were made to define the publics these channels were reaching -- and the publics they were failing to reach. Carefully scrutinized as well was the information content that was actually flowing through these channels. Finally, an attempt was made to uncover and evaluate the present perceptions of the various publics that were being reached through these channels as to the role and the image of the University.

A Model of the Communication Process

One of the tasks the research staff undertook early in Phase II was the development of a model of the communication process. This model serves both as a clarifier of the process and as a means to systematize the research data and set boundaries for the scope of research. The process was first conceptualized as taking place in three sectors -- (1) the University; (2) media organizations; and (3) in the community.

The University provides the subject matter for the messages with which we are concerned. Although not all messages originate within the University, they are about the University or reaction to the University.

The communication that flows between the University and the community is both facilitated and modified by various agents of communication such as the University Office of News and Publications or the desk of a city editor.

Messages have some explicit or implicit targets among the many publics to which they might be directed. These publics might be internal to the University, such as students or faculty, or external to the University in the form of occupational, political interest, ethnic, or geographical groupings which can form a special interest group or public.

This original simple conceptualization was developed to include the actors about which the messages are primarily concerned and the activity reported in the message. This content information was then supplemented by the notions of image projection. A message not only has information content, but it projects some sort of image, whether intended by the sender or not. This image will not be perceived by all publics in the same way, either in the sense of interpretation of the message or evaluation as a positive or negative image.

Besides the content and image projection of messages, the model also includes the concept of "flow of the message" or "channels of communication." This aspect is also relevant to problems of University-Urban interace.

This broad conceptualization has guided us to look at specific aspects of communication through specific research projects, such as a content analysis of some of the messages, present views about the University as expressed in survey questionnaires, formal channels of communication through a knowledge of the operations of the Office of News and Publications, and informal channels of communication through interviews of

University personnel. As we have learned from the research, the model has been changed, leading the staff to other research questions. It is expected that this process will continue throughout the project, culminating in some model of communication which more truly expresses the process of communication between a university and the community.

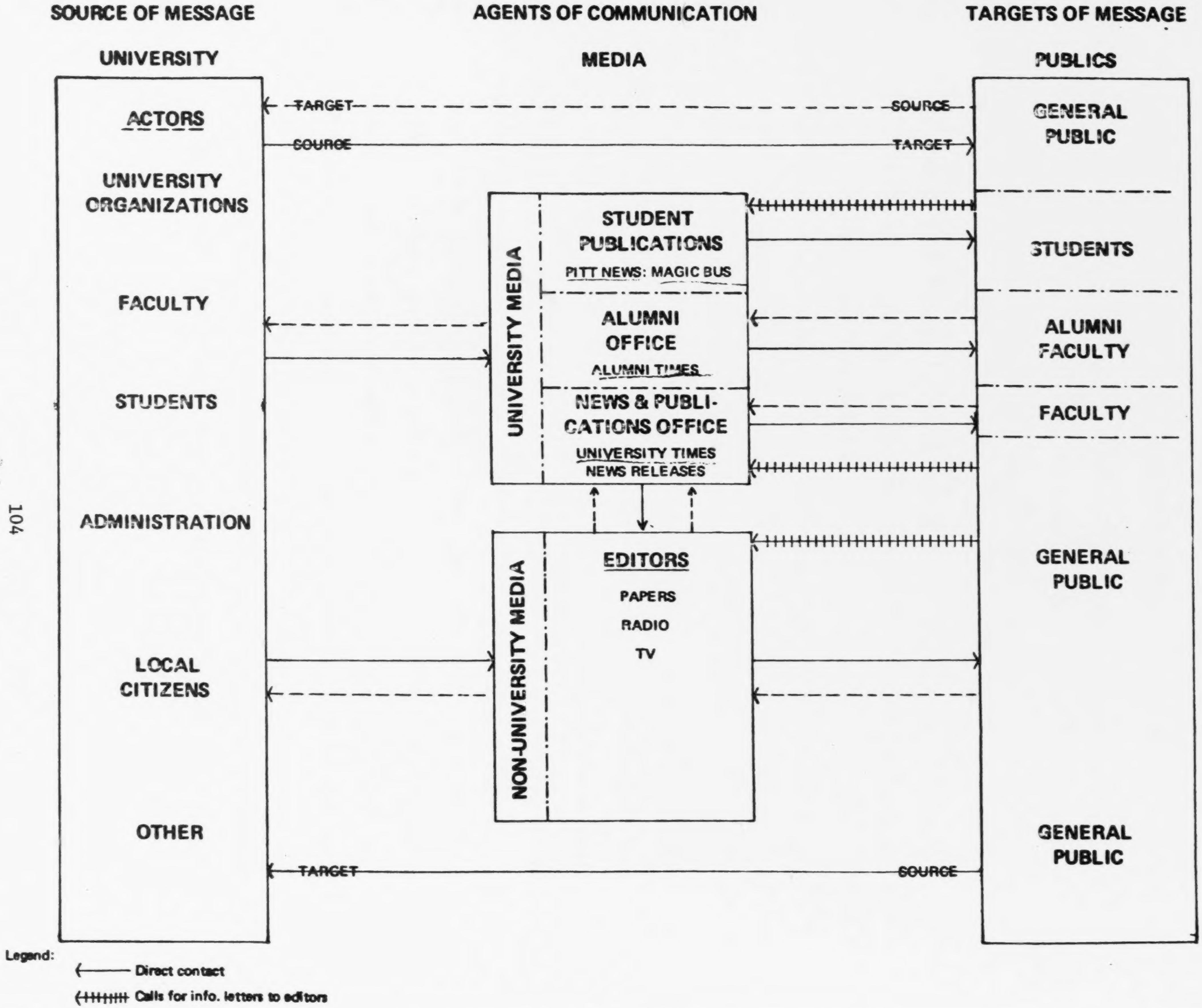
Thus, by including in our communications analysis the University as sending out information, the media which conveys it, and the publics which are targets of this information, we hope to answer some preliminary questions:

1. What kind of information is sent out from the University?
2. What kind of information is the media most interested in publishing?
3. To whom does the University most often aim its messages?
4. What images do the University news items seem to project?
5. How do public media alter the image?

In a later phase, we hope to find out, through interviews, how various publics

6. Interpret the image and role of the University;
7. What the public wants to hear about; and
8. How it receives information and assesses its credibility.

On the next page a chart is presented which represents our conceptualization of the communications process, followed by a brief explanation to facilitate interpretation of the chart.


SOURCE OF MESSAGE
AGENTS OF COMMUNICATION
TARGETS OF MESSAGE
UNIVERSITY
MEDIA
PUBLICS
ACTORS
UNIVERSITY ORGANIZATIONS
FACULTY
STUDENTS
ADMINISTRATION
LOCAL CITIZENS
OTHER
TARGET
SOURCE
SOURCE
TARGET
UNIVERSITY MEDIA
STUDENT PUBLICATIONS
PITT NEWS: MAGIC BUS
ALUMNI OFFICE
ALUMNI TIMES
NEWS & PUBLICATIONS OFFICE
UNIVERSITY TIMES
NEWS RELEASES
NON-UNIVERSITY MEDIA
EDITORS
PAPERS
RADIO
TV
GENERAL PUBLIC
STUDENTS
ALUMNI FACULTY
FACULTY
GENERAL PUBLIC
GENERAL PUBLIC
TARGET
SOURCE
Legend:
Direct contact
Calls for info. letters to editors

Explanation of Chart

The University and the publics are positioned at opposite ends of the chart to depict the idea that a message about the University moves to reach publics. The lines contain arrows designating the flow of a message. Certain of these lines depict a direct connection between the University and publics, while others show messages going through various "agents of communication," such as University publications and the public press.

Many messages originate in the University sector and move out to the public, directly. Other messages concerning the University actually originate within the public sector and move toward the University. A circular flow of communication is shown by the continuous direction of the outer solid arrows connecting source and target. The broken lines designate feedback from target to source. The inner solid lines and broken lines depict the various possible channels a message might flow through within the various agents of communication.

A message which originates in some department of the University might be picked up by a News and Publications' reporter, be written in the form of a news release, sent to the press, picked up by a reporter, go through an editor's desk and reach the public in a news article. Public reaction might take the form of information input and image impression or could take more overt form and move back to the source via a phone call to the University, a "letter to the editor" in the public press, or the formation of some public action group which then collectively gives feedback to the University.

Content Analysis

One of the more visible means of communications is the various newspapers that relay information about the University. The UUIP staff performed a content analysis on the two metropolitan dailies, the University student paper, and the faculty-staff paper. The News and Publications staff prepares news releases for the dailies and other papers throughout the country. These releases were also coded.

The categories for the analysis are as follows:

A. Information content
    1. Actors (the primary person or group focused upon in an article)
    2. Activity (major activity reported)
    3. Internal-External (major impact of activity on University or outside University)
B. Images of the University projected by news article
    1. Cosmopolitan-Local
    2. College stereotypes (Clark and Trow)
    3. Activity stereotypes (pure science, cultural center, etc.)
C. The major publics toward which the article is directed (students, faculty, staff, community people, etc.)
D. Type of media

An inch analysis was also performed on the two University publications to ascertain the proportion of space coverage given to certain categories. A full presentation of the data and analysis appears elsewhere.[2] However, several important general findings can be given here with respect to the first five questions posed earlier (page 5).

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[2] Research Report of Communications, Phase II, June, 1971, (Pittsburgh, Pa.: June, 1971).

Summary of Preliminary Content Analysis Results

In the introduction to the research problem of the communications project, several questions were posed:

1. What kind of information is sent out from the University?

Content analysis of the student paper and the University paper show that the kind of messages most favored for communications deal with innovations and with conferences. Both of these topics relate to the traditional roles of the University -- teaching and research. Items dealing with community relations were scarce although there was a relatively high frequency of items about conflict with the community. This may reflect the problems of transition related to taking on expanded roles. An analysis of all news releases to the public media should yield additional answers to this question in Phase III. There are also plans to content analyze other University publications.

2. What kind of information is the media most interested in publishing

Although the general answer to this question is the same for any kind of news, that is, it should be of interest to a wide range of the media audience -- "be newsworthy," we were interested more specifically in what reporters and editors find newsworthy about the University.

Our comparison of news releases matched to their related articles in the public press shows that the public press tends to stress the "internal to the University" aspect of a message it receives through a news release. This suggests that the University may be trying to express its interest in external affairs, but the non-University agents of communication emphasize the "University of Pittsburgh" aspect of the story. The press increased the conference aspect of news release items and also increased the University organization as major actor aspect of news releases.

3. To whom does the University most often aim its messages?

The two University publications analyzed appear to contain articles that would be of interest to their respective target audiences, namely, students and University personnel. The public media seemed to publish more items of interest to students (students as major target 50% of the time) even though the students ranked the public press as third as a source of information about the University. Academia and educators were each targets of a message in 20% of the news items. Again we see the traditional aspects of messages. The role of government in University affairs is evidenced by the inclusion of this public in 20% of the news items. The social service groups as targets of messages (12.66%) plus news items specifically aimed at special interest groups such as blacks (10.60%), Oakland (8.08%), and ethnics (4.55%), indicate a growing interest of the University in community relations.

4. What images do the University news items seem to project?

Both University and non-University press projected more of a Local than a Cosmopolitan image of the University. Of the College Stereotypes as derived by Clark and Trow, the academic stereotyped was the most prominent in the public press and the University Times, but the student paper emphasized the Collegiate aspect. The public press portrays the University as a "cultural center," whereas the student paper projected a social welfare concern. The University Times projected predominantly an image of a complex organization meeting its many functional needs.

5. How do public media alter the image?

Only very preliminary analysis of the matching of news releases to its specific public press counterpart has been performed. The Cosmopolitan image of the news releases disappears slightly in its public form. The public press appears to greatly increase the Collegiate image of news items; on the other hand, the press underplays the "non-conformist" stereotype of news releases.

Again the emphasis on the University as a "cultural center" is evident in the public press as they increase the frequency of this image from 29% in the news releases to 35% in the press. Social welfare, technology, and social science fare poorly on the editor's desk. Even the "service to business" aspects of news releases are underplayed when they appear as published articles.

The Surveys

The contemporary urban university is subject to pressures from many groups on whose support its continuation and development may, in some measure, depend. Not all of these pressures are likely to be compatible with one another. At this point, we have carried out or been allowed access to the results of several surveys which provide some preliminary data on perceptions of the University as well as the sources from which information about the University is obtained. Three of the groups which have been surveyed to date are internal constituencies of the University: faculty, administrators, and students. The fourth group is a "boundary" constituency -- alumni of the University, most of whom are no longer officially connected to the University but are members of the general community assumed to be particularly interested in University affairs.

Considerable data analysis has already been carried out on the Alumni and Student Questionnaire returns. However, access to the completed analysis of the faculty and administration data will not be available until the fall of this year. It will therefore only be possible to cite a few results for these respondents. During the next phase of the research, we will be gathering additional information from these same constituencies, as well as from groups in the Pittsburgh community. For this report, a general summary will be given of current findings along with some interpretation of their meaning given the research problem. We shall not attempt to tabulate all of the results but rather to integrate the information available from all the surveys under six general headings: (1) Perceived Prestige of the University and Efficacy as a Communicator; (2) Perceived Appropriate Priorities for the University of Pittsburgh; (3) Orientations toward Legitimate Participation in Decision-Making in University Affairs; (4) Perceived Obligations of the University to Special

Groups; (5) Perceived Responsibilities to the Larger Community; and (6) Readership and Evaluation of the Media. For most of these areas, it is only possible to compare students with alumni. In the participation section, however, there is some information for all four groups. In the final section, information is so far restricted to data from the Student Questionnaire, although comparable information from other groups will be collected in the next phase of the project. Within groups, comparisons have been made for students and alumni on such variables as age, sex, region, and major. Such differences as did occur will be commented on in the text where appropriate, but generally the discussion will be confined to results for groups as a whole.[3]

The student sample was drawn randomly from University enrollment tapes and 367 (41%) of those to whom questionnaires were mailed returned completed forms. The Alumni Questionnaire was printed in the Alumni Times, a bulletin which is circulated to all alumni. A very small proportion of potential respondents (452) completed this questionnaire; however, these alumni may be among the more influential and interested since they were willing to spend the effort involved in cutting out the questionnaire, filling it in, and returning it at their own expense. The faculty and administration data stem from a questionnaire distributed to a stratified random sample, and the response rates were 31% and 66% respectively.

In terms of results, both alumni and students express fairly positive attitudes toward the University in terms of prestige. Most students would prefer to stay at Pitt even if they had opportunities to go elsewhere, while the alumni feel that Pitt's graduates have considerable status and that it was the best school in Western Pennsylvania. Oddly enough, however, only a minority think its faculty is outstanding. The alumni also thought that the University was an effective communicator, although particularly with respect to the alumni, which may indicate appreciation of special publications accessible to alumni. Pitt is not perceived as neglecting state and local views in favor of national and international ones in forming policy.

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[3] A full presentation of data from the surveys can be found in: Research Report of Communications, Phase II, June, 1971.

With respect to internal priorities, both alumni and students very strongly emphasize teaching over research. This high agreement may stem in part from a view which has been highly-publicized of late, that is, that undergraduate teaching has been somewhat neglected.

In terms of participation in decision-making, a majority of faculty, administrators, and alumni would broaden representation on the Board of Trustees to include faculty and women members, while only a minority favor Oakland community group membership. Disagreement occurs, however, over student representation which is advocated by a majority of faculty and administrators, but only a minority of alumni. On a more general question, alumni and students were also in basic disagreement over increased participation for students. It can also be noted that the alumni also take a much harsher view of student discipline than the students themselves, although both groups are split almost down the middle in terms of their attitudes toward radical faculty.

Students and alumni are in fairly good agreement over the perceived responsibilities of the University to special groups, but they are very much opposed in terms of direct involvement in the community. At least a half or a majority of the alumni do favor an expanded concern for community and urban problems, although apparently they prefer this to be demonstrated by improved curricula and programs within the University. Students, however, are very much in favor or moving directly into the community and getting involved in its problems.

In general, the data supports the contention that the University will be subjected to conflicting pressures from its constituencies and publics. The differences between alumni and students, particularly with respect to community involvement and the student role, may reflect something of a "generation gap" with respect to perceptions of the contemporary university. This view is heightened by evidence on between-group comparisons by age that younger alumni were likely to hold views which were closer to those of the students in these areas. Thus the data may be taken to reflect a trend over time in public opinion generally. Nevertheless, it must be cautioned that we found sufficient significant between-group differences within the two constituencies for which it was possible to perform cross-tabulations to warn that no constituency can be regarded as internally homogeneous with respect to the attitudes examined.

Turning to readership and evaluation of the media, the information available on one constituency can be briefly presented: Examining the Student Survey, we tried to determine the different sources of news utilized by the students depending on the type of information desired. In Time I of the Mass Media Sequence (N=367), we discovered that the students ranked the University publications as the number one source for finding out about the activities of the University. The Pitt News and University Times were read the most often and were also felt to be the most informative. As far as accuracy of the University publication was concerned, the students again chose the Pitt News and University Times as most accurate although there were large percentages in the "no response" categories (this might indicate that the term "accuracy" was too broad to elicit any meaningful response). The data also revealed that the students utilized the public newspapers most often for obtaining information concerning general news, politics, and entertainment. University publications definitely seemed to be reaching the students, almost all of whom were reading at least one of the several publications and giving them positive evaluations with respect to accuracy.

Summary of Preliminary Survey Results

On page 5, we pointed to seven areas, three of which we plan to find out more about in the next phase of the research. Some very preliminary information on these three questions can be mentioned here:

6. Interpret the image and role of the University (by various constituencies and publics).

Perceptions of the University vary in the data we have obtained so far from the alumni and students, particularly with respect to community involvement and student participation in decision-making. A start has been made in assessing the nature and sources of conflicting pressures on the University, and identifying particularly sensitive areas. There are also some indications of possible trends in public opinion about the University role.

7. What the public wants to hear about.

So far, no data are available in this area which will be an important concern for interviews conducted in the future.

8. How it (the public) receives information and assesses credibility.

At this point, it has been noted only that University publications do reach the students to which they are, in part, oriented and evidently readily accessible. The students also assign good credibility at least to the two most widely read University publications, but it is a future task to determine on what bases they do so.

Interviews with Key Administrative Personnel

The following discussion of the interview portion of the research is included in this report as a part of "Communications," although, in fact, the interview data serve to link all the major foci of the research. In addition to those individuals who have the major responsibility for University-produced media, we are also interviewing other respondents as an additional means of monitoring activities in other vital areas, such as campus development, outreach projects, program development and public affairs, and the community goals project. Nevertheless, the handling of communications, both by formal and informal means, is of overriding importance in the investigation as a whole, thus providing a major integrative focus for all the research. Since the interview material provides such broad coverage, the institution-building framework which is being utilized to conceptualize and organize the research as a whole is applicable here.

Regular interviews are being conducted with personnel who are directly responsible for interacting with the community to the mutual satisfaction of the University and the community. As such, they are the crucial mediators between external and internal groups. By systematically covering the same personnel and their activities during this phase of the project, we study the interaction as a process which changes over time in response to the exigencies of the situation. It is possible, thus, to locate salient issues and document the progress toward resolution or non-resolution.

At this point, more than sixty interviews have been conducted with individuals who are involved in the areas of minority needs, campus development, communications, long-range goals, and University organization in the field of urban relations. These are crucial areas for all contemporary urban universities in terms of policy formation, organization, and allocation of resources. The interviews provide chronological data on the "inside story" of one university's attempts to come to grips with contemporary problems in terms of community relations, and its successes and failures in terms of resolving them to the satisfaction of its various publics.

The Interviews and the Institution-Building Model

Using an institution-building framework orients the researchers to conduct interviews in a time perspective framework so that changes in goals, plans, and activities can be assessed and evaluated. The bases of reference must include: Current Operations: What is going on

Future Conceptions: What should be going on in some future state

in order to see how current and planned moves are related to reconciling the real with the ideal. The recurrent interview approach also allows for collecting evidence on how current operations and future conceptions themselves alter over time in response to particular contingencies or the perceptions of influential others.

Within this general frame of reference, the mode of data collection is that of the "focused" interview. At each point in time, interviewers systematically cover certain focal areas, but the questions are not structured and the respondent is given great leeway in determining and reporting on the happenings in his office with respect to the particular issue or issues most salient for his office. In this manner, a more depth perspective is gained by allowing the respondent to tell his story in his own way, yet some overall continuity is maintained. Interviewers take notes during the interview and write up a report filling in the details immediately afterwards.

The data collection is ongoing and will not be completed for some months. However, a preliminary analysis of the material collected to date has been utilized to set up a more specific and detailed orientation for interviewers in writing up reports; that is, to catalogue those kinds of evidence which should be included in the report when they come up in the interview material. By this means, future interview write-ups will be more comprehensive and comparable from interview to interview. The same orientation can then be utilized for content analysis when data collection is terminated. Using the institution-building framework in connection with the preliminary analysis of the interviews, the following information can be elicited, although all questions are not covered in every interview and much of the evidence has to be inferred from informal remarks and anecdotes presented by the respondents in the relatively open interviews.

<ins>Doctrine</ins>: Key personnel are asked to define salient ongoing issues for their office. What are their plans for handling them and what activities are they engaged in in this respect? What goals are to be realized? Do these alter over time and why?

<ins>Themes</ins>: This has to do with the respondents' perceptions of the parameters of the issue(s), the alternatives open to him in taking action, barriers or facilities for effective action. What is his personal stance on a particular issue and how does it coincide with that of others involved in the issue? What can be observed about the respondents interaction styles, reactions to conflict or opposition?

<ins>Leadership</ins>: This has to do with the respondents' perceptions of their position in terms of scope and authority with respect to action on any issue. Is an administrator able to initiate actions without consulting others; and if so, at what level? Are his responsibilities clear-cut or ambiguous and overlapping with others? With whom does he interact

in decision-making? Are his relations with other decision-makers harmonious and cooperative? What problems does he perceive in carrying out his directives?

Personnel: The other side of leadership or authority is compliance. What are the relations of administrators with those who must carry out their directives--in this case, employees? Does a given administrator tend to involve them in decision-making or give orders "from the top"? Can he depend on others or is he likely to be hindered by obstruction?

Resources: What kinds of resources does a given respondent feel he needs to carry out his plans successfully? How successful is he in recruiting adequate resources? What problems does he encounter and from what sources?

Organization: This has to do with how respondents think they should be spending their time and energies, and what they are actually doing. On a higher level, it has to do with how individual roles and role playing interact to achieve an effective and well-defined division of labor or whether there is overlap, duplication, uncertainty, and lack of coordination.

Although it has been stated that the administrators involved are at the interstice between the University and the community, considerable attention has been paid in the above discussion to internal relations, one essential basis for effective action vis-a-vis the community. However, the administrators also must simultaneously cope with a multiplicity of other agencies and groups which have some fiscal or normative influence on University policies. The administrators must be cognizant of linkages as considered below; the term "institution" is here used very loosely to refer to groups and agencies as well as those organizations which would customarily be termed institutions:

Enabling Institutions: The University is supported from state and private resources, and the Federal government funds much of its research. In pursuit of particular goals with respect to community-University relationships, how much do administrators appear to feel constrained by the opinions or strictures stemming from these outside groups?

Functional Institutions: Other agencies and groups may have mutual dependency relations with the University and may help to define the University's appropriate responsibilities as differentiated from their own. How often do respondents refer to the activities of such agencies and groups and the relationship of these to what the University is either undertaking or planning to undertake?

Normative Institutions: Other groups have more normative claims on the resources of the University, e.g., minority groups, neighbors. How do these administrators communicate with such claimants and what are they asking for? How do administrators handle the communications they receive from these sources and how adequately do they feel prepared to deal with their requests? What kinds of claims do they perceive as legitimate and how do they establish legitimacy?

Diffuse Institutions: All of the perceptions of those who are making claims on the University are not congruent in terms of definitions of its responsibilities. Administrators must be aware of conflicting claims and their sources and attempt to reconcile them or to establish the legitimacy of one claim over another. How subject are the respondents to conflicting demands, and how do they make choices when such conflicts occur? What kinds of channels do they utilize to sensitize themselves to such problems? Do they make attempts to find out more about community opinion generally or do they tend to rely on whatever filters in to them?

At this point in the research, a considerable body of data has been collected, reviewed, and typologized according to an institution-building framework. Further interviews and write-ups will be guided with reference to the results obtained so far. From this preliminary data analysis it is already possible to identify some recurrent themes relating to problems which may be alleviated through "trial and error" in the process which is being researched. If so, these problem-solving devices will be documented. Where resolution does not occur, problems can be identified and mechanisms for resolution suggested as a result of the research findings.

Some recurring themes of this nature are:

1. There is a continuuous problem in identifying and utilizing effective internal communication channels even with respect to the same general issues;
2. Relations with community groups and individuals tend to be occasional or intermittent and ad hoc and depend more on the incentive of those outside the university rather than University initiative; correlatively there is a considerable amount of uncertainty about the "representativeness" of community claims on the university;
3. Among decision-makers in the University, there are inadequate mechanisms for evolving consensus; individuals pursuing the same general goals for community interaction need better opportunities to get together to work out a common approach.
4. There seems to be a lack of a "united front" with respect to relations with the public mass media which appears to engender inconsistency and some defensiveness on the part of University spokesmen which in turn relates to unsatisfactory coverage.

Summary

The goal of the communications project is "to explore systematically the perceptions of the University held by a variety of relevant publics, to analyze the discrepancies between each of those perceptions and what a university really is and can do, and then to communicate to each of those publics a more realistic and accurate impression."[3] The research on communications has been undertaken to fulfill the first two components in order to provide the basic information essential to effective communication. The first seven months of research have basically engendered descriptive material necessary for the fulfillment of this goal. The methods of procedure have included content analysis of public and University newspapers, surveys of alumni, students, faculty, and administrators, and interviews with key University personnel. At the beginning of this section of the report, a chart of the research activities has been presented which outlines the publics that have been focused upon in the exploratory phase of the research and the method with which their sources of communication have been studied.

A number of "relevant publics" have now been asked about their perceptions of the University's roles and how to best implement these roles. Students and alumni both feel the University's major responsibility is to teaching rather than to research; (but) there is disagreement concerning a third role: that of becoming more involved in the alleviation of urban problems. Although a high percentage of students favor active community involvement, the alumni show some hesitation in having the University take on more responsibility. Faculty and administrators displayed hesitation when questioned as to representation of University neighbors on the Board of Trustees. At this point, our data suggests a lack of basic consensus concerning further University involvement in community problems. The interviews with key University personnel, on which a preliminary analysis was conducted, reflect in some measure the impact of this complexity on University decision-makers.

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[3] A. C. Van Dusen, "Proposal for Continuation of a University-Urban Interface Program - December, 1969," (Pittsburgh, Pa.: December, 1969), page 6.

The second general area for descriptive data has been to learn more about the sources through which the publics learn more about the University and communicate their ideas to the University. Some of the more visible communicating agencies have been studied, such as University publications and the public press. The content analysis of the messages these agencies send out give descriptive data about both the information content and image projection of these messages. Although the press projects a local rather than a cosmopolitan image of the University, there is little evidence to show that this local image relates to community interaction. Whether the messages reflect "what the public wants to hear" or indicate a reason as to why the public does not fully support University-community involvement is a yet unanswered question.

As the research moves from a descriptive to a more analytical phase, many of the questions posed throughout this early phase should yield to some explanation. We will want to understand more about how various publics influence University policy. And conversely, how is a public influenced to support University policy? We will need to learn not only where discrepancies lie in perceptions as to a university's roles but what part the communication process plays in altering these discrepancies. And finally, we will need to know the relationship between the stance taken by an agent of communication--as a reflector of the views of particular audiences or as an educator of new perspectives--on University-community interactions.

COMPLETED, ON-GOING AND PROPOSED TASKS

June, 1971

Tasks according to the December, 1969 Proposal:

1. Identification of publics

   A. A number of defined publics appear in our system of coding for the content analysis. They have been modified when we analyzed our results. (Completed)

   B. Collect data on Publics perception of role of University and their relation to it.

2. Selection of respondent groups

   A. Questionnaires to students sent out by mail November 2, 1970 and March 1, 1971, and questionnaires for alumni in the October issue of the Alumni Times. (On-going analysis)

   B. Interviews with persons who work: (1) for the University and local press (see last Progress Report under Communications, Phase II); (2) with community publics (Phase III); and (3) with radio and television station managers (Phase IV). (All planned to be completed by January 1, 1972)

3. Ascertain information and attitudes

   A. Content analysis and student and alumni questionnaires. (Partly completed)

   B. Development of model of information and communication flow. (Completed)

   C. Interviews with media people and publics. (Proposed)

   D. Interviews with Mr. Colangelo and Mr. Casey about the University's perception of public attitudes. (On-going)

4. Development of research techniques

   A. Content analysis and questionnaires. (On-going analysis)

   B. Interviews with and Goals questionnaire to influentials. (On-going analysis)

5. Panel and ad hoc studies

   A. Content analysis going on according to last progress report: analysis of four months of newspapers completed by February 15, 1971 (Phase I); analysis of radio and television communication, completed by January, 1972 (Phase IV).

   B. Volunteers' project will be undertaken through Koperek's office. (Alumni to conduct survey with UUIP assistance.)

   C. Study of University's internal communication by a committee in University Senate. Mr. Colangelo will keep us informed about this.

   D. Interviews with visitors to the University. (Proposed)

   E. Study of alumni funds. (Gemmell)

6. Monitoring and collection of communications emanating from the University

   A. Content analysis of Pitt News, University Times, Alumni Times, Pitt Parents, and the Magic Bus. (Partly completed)

      1. Media accuracy and reaction - accuracy of media will be examined by checking news releases against the local press. (Ongoing)

      2. In addition, the following five issues will be followed up over a one-year period: (a) financial support from Harrisburg; (b) black students; (c) campus expansion; (d) student policy changes; and (e) female rights. (Ongoing)

      3. Communication effectiveness - through the content analysis, the press will be checked against decisions made in the University and against its policy to see how they correspond. (Proposed)

      4. Channel and flow analysis - development of a chart of communication and information flow. (Ongoing)

   B. Making scrapbooks of events which will have impact on the public's attitude to the University.

   C. Content analysis of radio and television.

7. Firehouse Research

   A. Student survey at election recess concerning students' activities at that period. (Completed)

   B. Reporting from meetings in the community. (Ongoing)

   C. Making a file of articles on University-community relations. (Ongoing)

Number 7. continued.

D. Analysis of speeches. (Proposed)

E. The staff is always prepared to observe unanticipated events.

8. Evaluation and reporting. (Ongoing)

EMERGING COMMUNITY GOALS

Introduction

The Emerging Community Goals Project constitutes a fourth sector in the general program to establish a viable community-university interface. In other sectors of the program, the University is attempting to improve its communication channels and relationships with neighbors and with minority and/or disadvantaged groups in the community. The Goals Project represents a more comprehensive and long-range approach to establishing cooperative action between the University and the community for the solution of pressing urban problems. Toward this end, a series of objectives are being pursued by project personnel.

1. To implement effective interaction between the University and the community by: (a) identifying representative groups or publics in the community with which the University should be in communication; and (b) identifying the future goals for the community held by these groups and the degree of consensus between groups on their importance;

2. Organizing preliminary interaction sessions (assemblies) involving community leaders and University representatives in discussions of selected problems, modes of resolution, and the appropriate responsibilities of the University in facilitating community goal attainment;

3. Developing a model for continuing interaction of community groups with the University for regular communication about urban affairs and mutual planning, possibly through institutionalizing the assembly model;

4. Establishing coordinating institutes which would enable the University to respond more adequately to urban problems before crises actually occur through preparatory mobilization and development of adequate resources across disciplinary fields.

To the University-Urban Interface researchers, the Goals Project represents a significant departure from customary efforts of universities to deal with their contemporary urban role on a "demand" or ad hoc basis, by attempting to identify and include all relevant groups simultaneously and to orient toward future contingencies in such a manner as to provide for rational planning. Recording the progress and problems in implementing the Goals Project objectives is perceived to be of crucial significance for the struggle of all contemporary universities. Monitoring the Goals Project has been an ongoing research activity since the Project's inception. Regular interviews are conducted with project leaders, and additional progress reports are received as strategic developments occur. UUIP researchers have access to data from a survey which has already been carried out with community leaders. A member of the research team will also participate in each of the four goals assemblies which are scheduled to take place in the fall of 1971.

By reaching out to various interest groups in the community, the University and its representatives may be able to play a highly influential and necessary conciliatory, coordinating, and facilitating role. In line with the reasoning in other parts of this report, however, it is not to be expected that various community groups representing diverse interests will easily reach agreement over priorities, optimal solutions, or the legitimate jurisdiction of particular agencies or institutions. University representatives will have to proceed cautiously and will always themselves be in danger of being accused of intruding in areas where University intervention is not deemed appropriate. UUIP researchers, alerted to the potential difficulties, will document through direct and indirect observation a potentially rich lode of information which bears both on community complexity as it relates to the solution of urban problems and an organized attempt on the part of members of one university to develop a working model for concerted rather than divisive action. Much of the information on the views of different publics to be gained through the survey and the assemblies constitutes reciprocal data to that which has been collected in the communications research. The achievement of the ends embodied in the Goals Project will depend not only on success in involving various community groups in productive interaction, but also on at least minimal support for large scale community involvement on the part of the University from its internal publics and other influentials such as the alumni. This support in turn is related to media representations of the University and its activities. The analytically separable research interests are thus perceived to have interlocking dimensions of considerable potential impact.

Rationale

In the December 1969 proposal for a University-Urban Interface Program the Community Long-Range Goals Project was described, for its duration, in some detail. The personnel roles, the administrative mechanisms, the hope for the continuing nature of this goals-eliciting project were all outlined. In that report, a series of tasks for each phase of the project were spelled out. Significant steps have been made in the resolution of tasks as will be detailed below, and it is appropriate to review progress and report changes from what was projected. Perhaps, first it would be wise to reiterate, very briefly, the motivation for this project.

It was based on the notion that an urban university which wishes to interact effectively with its surrounding community--to the benefit of both partners--may have some difficulty doing so. This difficulty is at least two-fold: (1) it is frequently impossible to divine the emerging long-range goals of a community, without some specific mechanism for this purpose; (2) the "community" of an urban university--particularly one situated as is the University of Pittsburgh--is not a single entity but consists of many groups and interests with many complex and sometimes conflicting desires for the future.

It is the purpose of this project to establish a set of activities which will serve to elicit and monitor the goals of this multi-faceted "community." It is further our purpose to serve as communicator of these findings to the University and to other institutions of the community. It is our intention to develop continuing mechanisms of communications and mutual planning and development.

The December, 1969 report specified three tasks for Phase II of this project. The first was to organize the participants and design the format for a Community Assembly. The second was to prepare the background papers for this Assembly. And the third was to plan, tentatively, beyond the first Assembly for the future work of the project. Each of these tasks has been tackled in this Phase. Additional progress has been made in advancing the research to the point where Assembly dates have now been set up for this Fall, and the planning stage is now actually being translated into action. Many alterations of specific details have occurred,and some have been noted in previous progress reports. Examples of this latter include: (1) the changes in the role of the Steering Committee and Advisory Committees; (2) the change in the planned format of the Assembly, now Assemblies. Some discussion of these, as well as of changes not yet reported, are discussed below.

This report, following in a general way from the "tasks" mentioned above, will include:

a) discussion of the Steering Committee's activities for the months of Fall-Winter, 1970-71;

b) report on the papers which form the core of our Community Assemblies;

c) brief description of the questionnaire developed and administered under the aegis of the Steering Committee to provide background information for each of the Assemblies;

d) delineation and discussion of a prototype of the Community Policy Research Institutes, the continuing mechanism envisioned in the initial proposal for this project.

Steering Committee Activities

The Steering Committee of the Goals Project (see roster Appendix) has met with sufficient frequency to discuss and come to consensus concerning the major decisions which needed to be made in the past months. A review of the minutes of these meetings indicates several areas in which the Committee has focused attention. In early meetings, time was spent discussing and defining the concepts which underlie the philosophy of the Community Goals Project.

These Fall meetings also concentrated on the questionnaire--designed by Professor Jiri Nehnevajsa--which was to be mailed out to "influentials" in the community. The Committee carefully reviewed the list of "issues" which was to be the basis of the survey, and about which these influentials were asked to respond. The wording and content of each issue and of the questionnaire as a whole was considered and occasionally revised after lengthy consultations. The sample list was reviewed, and the graduate research assistant in charge of the survey construction and administration was helped to revise his list by additions and corrections of the Steering Committee. During the Fall discussions of the questionnaire and its purpose, the Committee came to the decision that this survey material might best be used as background for each of the other Assemblies, rather than constituting a paper for an Assembly in its own right.

Because the questionnaire was no longer to serve as the subject for a particular Assembly, and since Dr. Gow undertook to do one of the other papers without cost to the Project's budget, it became possible to choose another Assembly topic and to find an author in that field. The Committee considered several possible paper subjects. Subjects were accepted or rejected for consideration on two criteria: their advisability for inclusion in a series such as the one here planned, and the availability of a competent author in this field of interest. The Steering Committee considered economic development, cultural affairs, and the administration of justice. The eventual choice of this last topic was based on the availability of Matthew Holden formerly of Pittsburgh but now at the University of Wisconsin who is eminently qualified to write on the subject.

Another matter of great concern for the Committee was the development of a design for the Assemblies. As noted in the Second Quarterly Progress Report (June, July, August 1970) the original plan, calling for a single large Assembly in which all papers would be presented, was changed. It was felt that this mode of presentation, involving as it must simply a series of lecture-like papers, was not consistent with the aims of the Project. Rather, what was necessary was a format which invited the maximum of participation. Participants for the Assemblies are to be chosen and invited on the basis of their interest and involvement in the topic under discussion. It is the intent of this Project to elicit and articulate the needs and goals of the community, not to dictate them. It has been decided, therefore, that an individual Assembly will be held for each paper. These, to be about one month apart, will be held in the Fall-Winter, 1971. (Originally scheduled for the Spring, they have been moved up because of the extension in Phase II timing to June, 1971).

Each Assembly will be held at an off-campus meeting place convenient to the Oakland area. Each will begin in early morning and will conclude that same evening. The participants will have received copies of the discussion paper well in advance of the meeting. Some time in the morning of the meeting will be spent in author presentation of summary points, particularly those areas of his subject which he feels require greatest discussion and interchange of ideas. The rest of the morning and most of the afternoon will be spent in small group work, the audience having been divided into groups, according to their interests, and with an eye towards those combinations of people which might provide the most profitable interchange. Groups discussions will be guided, by a member of the author's Advisory Committee, each of whom will be thoroughly familiar with the author's paper, having worked with him, in the final stages of its completion.

The late afternoon and evening sessions will be devoted to group reporting of their discussion and the questions they have formulated for further thought. A record of each Assembly will include not only the paper presented, but also a summary of the discussion. Publication of these records is expected.

Assembly Papers

During this quarter, the work on three of the papers has been in its final stages. Waldo Treuting's presentation on Health Services comprises both an analysis of the current situation in health care delivery and a projection of possible strategies for future systems. These programs must be based on a far higher degree of consumer participation than has marked previous efforts.

Treuting also points to the need for future manpower, at both professional and subprofessional levels. Finally, the proper role of the University is conjectured, and its possible areas of contribution to the community health needs.

A second paper, on the theme of Conflict Management, has been prepared by a team of researchers under the direction of Morton Coleman. Prefacing his work with a general discussion of conflict theory, Professor Coleman zeroes in on the shape and form conflict has taken in several institutional areas in recent years. Case materials from education, welfare, health and a quasi-professional citizens' group are forwarded as illustrative of the contemporary situation. Following this is an analysis of the nature of management, of the modern, rapidly changing organizational structures of certain institutions which necessitate the development of a new form of management training and skill. Finally, with particular reference to the Pittsburgh metropolitan area, special attention is paid to the training and general education functions of the University, and that institution's relations with other large-scale organizations in the area.

A third paper in this series centers on the question of government of the metropolis and is being written by Steele Gow. The paper begins with an analysis of the violence-spawning disintegration of the growing metropolis. Dr. Gow continues by explaining some of the current behaviors in terms of rising expectations, the variety of goals to be found in a modern urban community, and the polarization of that community when its differences become more clearly realized. Historical material on the City of Pittsburgh and its early attempts at establishing Metro Government are followed by a discussion of alternative solutions to current and future problems. Finally, the implications of these solutions for various community institutions are considered.

A fourth paper, just recently commissioned, will center on the subject, "The Administration of Justice," and will be prepared by Matthew Holden. Dr. Holden came to Pittsburgh in mid-March, met with the Committee for a full day to explore with them some of the ideas and questions which might be presented in an Assembly. He accepted the assignment at the beginning of April, and began work immediately on an outline for the paper. During the late Spring and early Summer of 1971, work on the papers, in drawing up lists of participants, and in planning the actual format for the assemblies progressed to the extent that actual dates for the assemblies have now been established as follows:

October 21, 1971:	Conflict Utilization
November 11, 1971:	Criminal Justice
December 9, 1971:	Health Care Delivery
January 13, 1972:	Metro Government

Pittsburgh Development: A Survey of Opinion

During the late Winter months, the survey underwent final revision, pre-testing and administration. Aimed at eliciting both the manifest and latent needs and aspirations of those parts of the community responding to it, the questionnaire consisted of both pointed and open-ended questions. Respondents were asked to react to 28 "issues" of comtemporary concern. Additionally, each respondent was given the option of including up to three issues of his choosing, for consideration.

In the first half of the questionnaire, respondents are asked to classify their reactions to specific questions, according to an already established hierarchy of possible responses. In this way, each respondent's opinion of the likelihood, desirability and importance of change occurring in the area referred to by the issue statement is recorded. In the second half of the survey, open-ended questions, with ample space for response, are directed at those issues which the respondent indicated he felt were most important.

Much time was spent assembling the sample list for the survey. Community leaders, and "influentials" from a number of sources were among those asked to participate. Respondents chosen represented, or were members of, city government, social welfare organizations, health and medical organizations, the judiciary, major corporations in the metropolitan area, public education boards or citizens' groups, city school administration, high school student organizations, the media--radio, television and the press, Chamber of Commerce, various religious organizations and neighborhood organizations (including leaders of various ethnic and racial groups).

Before the questionnaire was mailed out, in-depth interviewing and pre-testing took place. Calling upon the time and talents of several of Pittsburgh's major corporation leaders, it was possible to gauge future reactions by their comments on both the purposes and the format of the questionnaire. Taking into account what these men had suggested, the questionnaire was sent to 234 people at the beginning of March. A first follow-up reminder was sent on March 15. The final response rate was 41%; a very good return for this type of sample. The data have been keypunched and computer tabulated. Analysis of the results will be completed soon.

Community Policy Research Institutes: A Prototype

The initial planning of this Project saw the Assemblies, now scheduled for Fall, 1971, as only the first step of a sustaining effort. First, it was out intention to establish a tradition of convening such assemblies in order to monitor continually the newly emerging goals of the community and to include these in the ongoing planning and development. Additionally, as an outgrowth of the first series of assemblies we envisioned an organization, or organizations, which we called the Community Policy Research Institutes. These organizations would serve as information facilitator in two directions--to the planning of the assemblies, and from the deliberations of the assemblies to a research effort which would transfer them into operationally useful policy. The exact form such organizations would take was not developed at that time, nor has it been fully developed yet. However, a confluence of the needs of several organizations, including the Community Goals Project, has produced the beginnings of work on a prototype for such a research effort.

At the instigation of Elmer Tropman, Executive Director of the Health and Welfare Association of Allegheny County, planning meetings began in late Fall, 1970 on the subject of designing a research center. The motivation for establishing such a center has been stated succinctly by Dr. Burkart Holzner, a member of the planning committee:

> Many agencies delivering social and community services have a growing need for social research, rational information systems, program planning and testing, and action evaluations in order to make their operations responsive and accountable, effective and efficient. Most of these agencies, though, find it difficult or impossible to maintain adequate research staffs of their own and, for reasons of impartiality, often find it advantageous to have research, testing and evaluation tests carried out by persons outside the action agencies themselves.

Under the direction of Vice Chancellor A.C. Van Dusen, the small, informal planning group has met with some frequency in the past few months. The group, as now constituted, includes:

A.C. Van Dusen, Vice Chancellor, Program Development and Public Affairs

Elmer Tropman, Executive Director, Health and Welfare Association of Allegheny County

Paul Lazarsfeld, Professor of Sociology, Columbia University, University Professor, University of Pittsburgh

Burkart Holzner, Chairman, Department of Sociology

Morton Coleman, Acting Dean, Graduate School of Social Work

Joseph Pois, Professor, Public Administration, Graduate School of Public and International Affairs

Robert Brictson, Director of Research Programs, Program Development and Public Affairs

Steele Gow, Dean, Division of Instructional Experimentation

In the recent past, this group has put forward a proposal stating the mission of the Human Services Research Center and proposing an organizational structure and staffing pattern, with particular reference to a preliminary planning year. In order to assure the continuing involvement of both University and Community interests, the Center would be directed by a Community-University Policy Board. This Board would consist of nine members: three from the Allegheny County Health and Welfare Association; three from the University of Pittsburgh; and three jointly selected on the basis of their standing in the community and expertise in the field.

The purpose of this Board is to oversee a Research Center concerned with the entire range of issues in the area of the human service professions, but with particular emphasis on the study of the delivery of social welfare services. Quoting again from Dr. Holzner's statement the four major functions which the Center would perform are:

> (a) it would establish an information network and a data bank making existing knowledge on the delivery of social welfare services available to all interested parties; (b) it would be willing to offer its research services on a contract basis to assist local agencies in the planning, testing, and evaluation of their action programs; (c) it would engage in policy-oriented research on its own, for example in the exploration of the various consequencies of alternative social welfare policies; and (d) it would provide a setting for basic research either arising from or connected to the above topics.

The organizational design for the Human Services Research Center is only a beginning. During the next phase of operation, Dr. Gow will prepare a prospectus for a cluster of such centers. This prospectus will be used in conjunction with the Assemblies of the Fall, in a manner similar to the use of the survey questionnaire. That is, at each Assembly the information produced by the survey of relevance for that session will be presented. Then, the focus will be on the particular topic of discussion. Finally, at the close of each Assembly, there must be raised the question of how do we institutionalize this process now underway. At that time, Dr. Gow's prospectus will be discussed and the issues involved with the establishment of a research center dealing with the problems of the particular topic will be raised.

Phase III Projection

The four Community Assemblies for which background papers are being completed will be conducted during the Fall and Winter months of 1971. The first or prototype community policy research institute will be organized as the Human Services Research Center and will become operational during the 1971-72 Phase III. Simultaneously a second set of background papers will be commissioned and prepared for a Phase IV series of Community Assemblies on additional topics.

Because of the change in number of phases for the UUIP, and because it has been possible to get started earlier than projected on the first of the policy research institutes, it is now expected that the Community Assemblies process can be completed and one or more additional institutes organized during Phase IV. By the conclusion of the UUIP's funding, therefore, we expect to have institutionalized the process of anticipating emergent community goals so that the University and other institutions of the community can respond more expeditiously and effectively.

FOOTNOTES

1. Office of the Vice Chancellor for Program Development and Public Affairs, University of Pittsburgh, December, 1969, Proposal for Continuation of a University-Urban Interface Program, p. 1.

2. Foolick, Jerrold K., "Universities in Ferment," Newsweek, June 15, 1970, p. 66.

3. See Organization for Social and Technical Innovation, Urban Universities: Rhetoric, Realities and Conflict, USGPO, No. HE5.250:50062 June, 1970; and George Nash, The University and the City, Twentieth Century Fund (forthcoming 1971) Chapter XII, pp. 19-24.

4. Brictson, Robert C., "USOE-UUIP Research Criteria," Memorandum of July 20, 1970; also, see Progress Reports III & IV, Phase II which describe change of emphasis in this priority area.

5. See Vice Chancellor, Program Development and Public Affairs, Plan for an Office of Urban and Community Services, University of Pittsburgh, December, 1969.

6. Ibid.

7. See Research Report of Communications, Phase II; University-Urban Interface Program, University of Pittsburgh, June, 1971.

8. See such documents as: Talcott Parsons, (Chairman) American Academy of Arts and Sciences, A First Report: The Assembly on University Goals and Governance, Cambridge, Massachusetts, January, 1971; Frank Newman (Chairman), Report on Higher Education, U. S. Department of Health, Education, and Welfare, G.P.O. No. HE5.250:50065, March, 1971; Carnegie Commission on Higher Education, Less Time, More Options: Education beyond the High School, McGraw-Hill Book Company, January 1971; Ronald G. Havelock, et al., Planning for Innovation: A Comparative Study of the Literature on the Dissemination and Utilization of Scientific Knowledge, Institute for Social Research, University of Michigan, July, 1969. Also see reports by the Educational Policy Research Centers at Stanford Research Institute, Palo Alto, California, and Syracuse University. For a discussion of initial OE guidelines on the program, see R. C. Brictson, "U. S. Office of Education (OE)-University-Urban Interface Program (UUIP)," Memorandum of March 16, 1970.

9. Foolick, op. cit., pp. 70-71.

10. Trow, Martin, "Reflections on the Transition from Mass to Universal Higher Education" in Daedalus - "The Embattled University."

11. Lieberman,Bernhardt, "The University Is Not a Highway Department," Science, Volume 168, April 17, 1970, p. 316.

12. Kristol, Irving, from "What Business Is the University In?", New York Times Magazine, March 22, 1970, and Current, May 1970, p. 51.

13. Lowi, Theodore J., "Yesterday's Revolutionists: The Faculty and the Tragedy of the University," Midway, Winter 1970, pp. 3-17.

14. See Paul F. Lazarsfeld, et al. (Eds.), The Uses of Sociology, Basic Books, 1967, p. XV.

15. Esman, Milton J., "The Elements of Institution Building," p. 1, in Joseph W. Eaton (ed.), Institution Building and Development: From Concept to Application, Sage Publications, 1972 (forthcoming).

16. Nehnevajsa, J., "Methodological Issues in Institution Building Research," Chapter 3, p. 1 in Eaton, op. cit.

17. Ibid., pp. 2-3.

18. Ibid., pp. 39-42.

19. See Jiri Nehnevajsa, "Institution Building: Elements of a Research Orientation," a Report of the 1967 Proceedings of the Comparative Education Society, pp. 2-8; and Eaton, op. cit.

20. University of Pittsburgh, The Response of an Urban University to Change, Volume I Overview: A Report to the Commission on Institutions of Higher Education of the Middle States Association of Colleges and Secondary Schools, March, 1971.

21. Ibid., pp. i-ii.

22. Katz, Saul M., "The Institution Building Model: A Systems View," Chapter 7, Eaton, op. cit.

23. Nehnevajsa, op. cit., "Methodological Issues in Institution Building Research."

24. Rosters of UUIP Research Advisory Council, Program Staff and Associates, and Steering Committee of the Goals Project are Appendix A.

APPENDIX

APPENDIX A - ROSTERS OF PERSONNEL, ASSOCIATES, AND ADVISORS

Roster I

ROSTER OF UNIVERSITY UUIP STAFF AND ASSOCIATES--PHASE II

Program Development and Public Affairs - Dr. A. C. Van Dusen, Vice Chancellor and Principal Investigator

Dr. Otto Nelson, Consultant to Dr. A. C. Van Dusen
Dr. Lloyd Bell, Assistant Vice Chancellor and Director of Urban and Community Services
Mr. Joseph Colangelo, Director of News and Publications
Mr. Bernard Koperek, Assistant Vice Chancellor and Director of Development and Alumni Affairs
Mr. Louis Tronzo, Assistant to the Director, Governmental Relations

UUIP Research Staff

Dr. Robert Brictson, Director of Research Programs
Mr. Paul Shaw, Project Research Director
Dr. Martha Baum, Project Research Director
Mrs. Barbara Jameson, Project Research Director
Mrs. Maria Clark, Research Assistant
Dr. Phullara Sinha, Research Assistant
Mrs. Liva Jacoby, Research Assistant
Miss Christina Jarema, Research Assistant

Graduate School of Business - Student Consultant Project (SCP)

Dr. Michael Koleda, Assistant Professor of Business Administration
Mr. William Tiga Tita, Research Assistant to Dr. Koleda

Clarifying Environments Laboratory

Dr. Omar Moore, Professor of Social Psychology
Mr. Tim Ellis, Research Assistant to Dr. Moore

Graduate School of Social Work - Neighborhood Centers Association (NCA)

Mrs. Beverly Lovelace, Adjunct Assistant Professor
Mr. Nick Flournoy, Executive Director, NCA

Psychology Center - Outreach Project

Dr. Jerome Taylor, Director, Clinical Psychology Center

Roster II

ROSTER OF THE UUIP RESEARCH ADVISORY COUNCIL

Dr. William Garrison, Professor, School of Engineering

Dr. Steele Gow, Dean, Division of Instructional Experimentation and Dean, School of General Studies

Dr. Donald Henderson, Associate Provost

Dr. Burkart Holzner, Chairman of the Department of Sociology

Dr. Lawrence Howard, Dean, Graduate School of Public and International Affairs

Dr. Paul Lazarsfeld, University Professor of Sociology

Dr. Mauritz Lindvall, Research Associate, Learning Research and Development Center

Dr. Jiri Nehnevajsa, Professor, Department of Sociology

Dr. Otto Nelson, Consultant to Dr. A. C. Van Dusen

Dr. Allen Pond, Associate Dean, Graduate School of Public Health

Dr. John Yeager, Associate Director for Administration, Learning Research and Development Center

Roster III

ROSTER OF THE STEERING COMMITTEE, GOALS PROJECT

Dr. Steele Gow, Dean,Division of Instructional Experimentation

Dr. Holbert Carroll, Professor, Department of Political Science

Mr. Alan Coleman, Research Assistant to Dr. Nehnevajsa, Department of Sociology

Mr. Morton Coleman, Acting Dean, Graduate School of Social Work

Dr. Joseph Eaton, Professor, Graduate School of Public Health, and Social Work

Mr. David Epperson, Graduate Student, Department of Political Science

Dr. Hershel Griffin, Dean, Graduate School of Public Health

Dr. Matthew Holden, Professor, Department of Political Science, University of Wisconsin

Dr. Burkart Holzner, Chairman of the Department of Sociology

Dr. Edgar Hoover, Professor, Graduate School of Public and International Affairs

Dr. Saul Katz, Professor, Graduate School of Public and International Affairs

Mrs. Caryl Kline, Director, Continuing Education for Women

Dr. Jiri Nehnevajsa, Professor, Department of Sociology

Mrs. Leslie Salmon-Cox, Research Assistant to Dr. Gow, Division of Instructional Experimentation

Dr. Waldo Treuting, Professor, Graduate School of Public Health

APPENDIX B

PROGRAM TASKS

This formulation of tasks is based on the original proposal submitted to USOE, in December of 1969 and subsequent planning. Although it is necessary to read the proposal to fully grasp the meaning. The list may give the reader some general idea as to Program coverage.

I. Minority and Community Services

- A. Operation Outreach Projects - (Outreach Projects are supported in part by the University, other grant sources, and modest UUIP involvement.)
  1. Hill District Psychology Center
     - a. Assess a community needs and organization
     - b. Train personnel and match resources with needs
     - c. Assure continuity of program support
  2. Graduate School of Business
     - a. Develop intervention models
     - b. Gather neighborhood data
     - c. Assess community needs
     - d. Improve social services
  3. Graduate School of Social Work - Neighborhood Center Association (GSSW-NCA) Northside Study
     - a. Develop historical analysis
     - b. Publish manual of procedures
     - c. Analyze problem areas
  4. Clarifying Environments Laboratory (CEL) Projects
     - a. Establish school laboratories
     - b. Study progress and reaction
     - c. Chronicle interagency interaction
     - d. Inventory and trace innovations
- B. Office of Urban and Community Services (OUCS is fully supported by University funds.)
  1. Organization of personnel to meet community needs:
     - a. Urban action agents
     - b. Orient and train action agents
     - c. "Monitor" agents through developed instruments

   - d. Agent assignment: location, issues and problems
   - e. Analysis and evaluation

2. Identify, mobilize and relate University and community resources to help meet minority community needs:
   - a. Introduce OUCS to faculty, administrators, and students
   - b. Organization of an urban council
   - c. Inventory of applicable University personnel resources
   - d. Inventory of other community resources
   - e. Plan preliminary data bank

3. Identify, analyze and establish priorities for meeting minority community needs:
   - a. Collect and analyze present studies
   - b. Find gaps or additional needs
   - c. Priority ordering of needs
   - d. Plan preliminary data bank
   - e. Monitor, evaluate, and improve methods

4. Redesign OUCS:
   - a. Review and incorporate experiences of other universities
   - b. Evaluation of objectives in process
   - c. Redesign

C. Additional Candidate Projects

II. Expansion

A. Formulation of University policy on immediate neighbors:

   1. Define neighbors; analyze effects of expansion

   2. Analysis of experiences of other universities

B. Estimate consequences of expansion:

   1. Neighborhood survey

   2. Determine community concern--leaders and citizens

   3. Identify properties affected

   4. Impact on contiguous areas

C. What service should be provided for affected persons?

   1. Who and what needs?

   2. What have other urban universities done?

    3. What can be provided by other agencies; by University?

  D. Research requirements on future expansion

III. Communication

  A. Media accuracy and reaction

  B. Communication effectiveness

  C. Channel and flow analysis

  D. Identify publics

  E. Selection of respondent groups

  F. Ascertain state of current attitudes and information

  G. Select and develop research techniques

  H. Panel and *ad hoc* studies

  I. Collect, catalog, and analyze University communications

  J. "Firehouse" research

  K. Economic Impact Study

  L. Evaluation

IV. Long-Range Goals

  A. Plan community goals forums:

    1. Faculty steering committee to identify potential community resources

    2. Consult with advisory committee to revise plan

    3. Roster and commitments

    4. Prepare written account and design for evaluating effectiveness

  B. Preparation of background papers:

    1. Subject areas

    2. Authors

    3. Preparation

    4. Advise, review, and revise

C. Tentative plan for subsequent forums
  1. Preliminary plan by Project Director
  2. Staffing commitments
  3. Prepare for publication

D. Development of Policy Research Institutes

APPENDIX C

SCHEDULE

Phase I - Planning Period April 1 to December 31, 1969
(Completed) Overall program planning
Plan for Office of Urban and Community Services (completed)
Program proposal on University-Urban Interface relating to:
  a. OUCS Project
  b. Expansion Impact Project
  c. Communications Project
  d. Long-Range Goals Project
  e. University Organization Project

Phase II - March 1, 1970 to June 15, 1971
(Completed) Initial implementation in full scale of:
  a. Minority & Community Services, e.g. Operation Outreach Projects, OUCS
  b. Campus Development Project
  c. Communications Project
Preparation or buildup of:
  d. Long-Range Goals Project
No implementation of:
  e. University Organization Project

Phase III - June 15, 1971 to June 30, 1972
Continuation of:
  a. Minority & Community Services, e.g. Operation Outreach Projects, OUCS
  b. Campus Development Project
  c. Communications Project
Implementation (first Community Assembly) of:
  d. Long-Range Goals Project
Preparation or build-up of:
  e. University Organization Project

Phase IV - July 1, 1972 to June 30, 1973
Continuation of:
  a. Minority & Community Services
  b. Expansion Impact Project
  c. Communications Project
  d. Long-Range Goals Project
Implementation of:
  e. University Organization Project
Overall evaluation of all Projects
Preparation of final reports